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Regional Development **— Reconnaissance —**

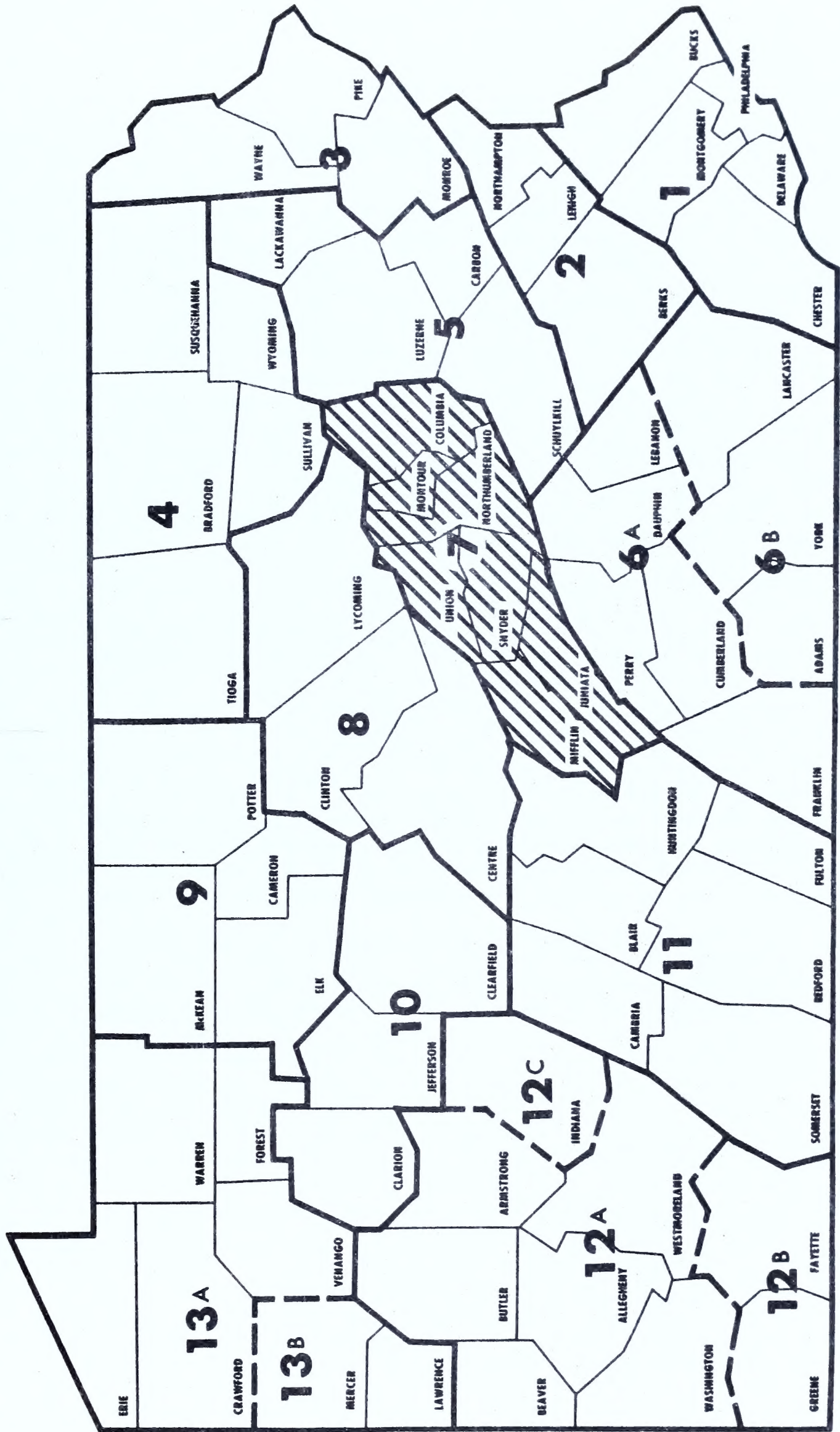
REGION — 7

PENNSYLVANIA STATE PLANNING BOARD

a staff working paper — July, 1965

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STATE PLANNING REGIONS



REGION 7

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NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus, and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION SEVEN

Part I DEVELOPMENT TRENDS

A. Regional Setting

Common Characteristics of Region Seven

The Susquehanna River together with its North and West Branches, and the Juniata River flow through Region Seven dividing it into four sub-regions. These parts of Northumberland, Montour and Columbia Counties, lying north of the North Branch, have become the most industrialized area of Region Seven. To the south of the North Branch, the declining hard coal industry has dominated the southern parts of these counties since the 1890's. The west bank of the main stream of the Susquehanna River contains the Region's most fertile farmlands, and a stretch of almost continuous linear commercial development between Selinsgrove and Shamokin Dam in Snyder County. Along the Juniata River in Mifflin and Juniata Counties, agricultural pursuits predominate with the manufacturing Borough of Lewistown, performing some of the functions of a sub-regional capital to this more isolated area. Because the Susquehanna and Juniata Rivers cut across Region Seven's many parallel northeast-southwest ridges and valleys, they provided the major historic north-south and east-west travel routes. The Scotch-Irish and later the German settlers followed the early routes along these rivers to the rich farmlands found in the valleys between the ridge mountains. After the first wave of settlement, canals were built to carry the produce to the markets and along these canals small settlements sprang up to service the canal traffic. Later when the railroads replaced the canals, additional development occurred around the railroad stations. During this latter period, settlers from Central Europe came to work in the hard coal fields of the southern parts of Columbia and Northumberland Counties. With the advent of the car and the building of highways along these same avenues of communication, came dispersed development, very often at the expense of the older established settlement centers whose shopping and highway service uses were drawn out into dispersed ribbon development patterns along the new highways.

Consequently, the rivers, instead of creating barriers, have focused urban development into the river valleys where the major communication routes have historically run, thus creating a strong bond between seven otherwise diverse counties. With the help of the water and land routes, the Region's forest resources produced a flourishing lumbering industry, the rich farmlands were settled and an early iron industry established. Of these early industries, only agriculture, with emphasis on dairying and poultry, still contributes an important source of income to the Region. However, lumbering and the smelting of iron has been replaced by other manufacturing and commercial activities as the most important source of jobs in the Region.

Relationship to Surrounding Regions

The primary external ties of Region Seven are with the Harrisburg area to the south, to which a large number of daily commuters travel from the southern portion of the Region and especially from the hard coal fields in the southeastern part of the Region. To the north, Williamsport acts as a somewhat similar attraction to those communities lying along the West Branch of the

Susquehanna, and a lesser flow of trade and people extends up the North Branch as far as Wilkes-Barre.

Mifflin County is the center of manufacturing employment for the entire western end of the Region, including parts of Huntingdon County. This portion of Region Seven is physically isolated from other significant urban centers such as State College and Harrisburg. Lewistown remains the focal point for this area while other small agricultural trading centers scattered along the valley serve a local rural population.

Natural Resources

Mineral resources within the Region are limited to anthracite coal, limestone and sand and gravel. Northumberland County has the most significant mineral industry, which is coal. Production is divided evenly between deep and strip mine operations. In Columbia County, strip and bank operations account for the majority of production. Limestone and sand and gravel are found in scattered deposits throughout the Region but remain relatively unimportant in total value of production. Significant limestone reserves exist but much of the limestone cannot be mined economically because of its location and the thinness of its beds.

Fifty per cent of the Region is forested with most of the wooded areas found along the numerous ridges and steep slopes. The northern part of the Region did experience, in its early history, a significant timber industry, and furniture manufacturing is still important in Union and Snyder Counties. All of the Region's State forest lands are found west of the Susquehanna River where almost 53 per cent of Union County forests are State-owned.

The Region's best farmlands are located along the West Branch above Sunbury and in the Buffalo Valley of Union County. Proximity to the vast southeast Pennsylvania market has gained the Region an ever growing share of the State's agricultural market.

In the east, the problem of acid mine drainage is confined to the southeastern anthracite area. In the more rugged western part of the Region, numerous potential reservoir sites await the development of the Susquehanna River Basin Plan which would provide a recreation asset to the Region and flood protection for the Susquehanna and Juniata River towns. At the present time, few reservoirs or lakes exist in Region Seven and no State Parks of any consequence.

Effect of Environment on Future Patterns of Development

It is anticipated that Region Seven will experience a substantial population "boom" during the next few decades because of its proximity to Megalopolis, its strategic position near the center of the State and continuously improving highway communications. Currently growth is occurring and will continue to occur in a linear pattern along both banks of the Susquehanna River and its two branch tributaries.

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The valley growth will be further enhanced by the completion of the Keystone Shortway which will intersect two significant highways of Region Seven: U. S. 11 and U. S. 15. However, the growth will conflict with the best agricultural lands found in the Region and the rural nature of this section may undergo significant changes with continued ribbon-like developments coalescing along the major waterway corridors. Not the least of dangers involved in this form of development would be the loss of the Region's undeveloped river recreational potential.

The western part of the Region is connected with the Harrisburg area by U. S. Route 322 along the Juniata River. However, due to the rugged terrain found here, urban growth has occurred mainly in the agricultural valleys near Lewistown. Outside of the Juniata River Valley it appears that the rural nature of Mifflin and Juniata Counties will remain unchanged. To the southeast, employment in the coal industry will continue to decline but the exodus from the coal towns may already have been checked by longer distance commuting and promotion of local industry.

B. Population Trends

Over-all Regional Growth

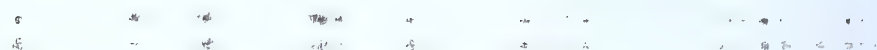
Rugged topography and inaccessibility have historically deterred economic development and population growth in Region Seven. As a result, the Region has relatively few inhabitants and only half the population density (113 people per square mile) of the State (252).

Between 1860 and 1960, the population of Region Seven doubled from 130,000 to 286,000. Because the State's population increased four-fold during this same period, the Region's proportion of the total dropped from eight per cent to only three per cent.

From 1940 to 1960, the Region's population declined slightly while the State's population continued to grow. However, the downward trend appears to have been reversed since 1960. The Region is again growing, and it is growing at a faster pace than the State as a whole.

This change in population trends was made possible by two factors: first, a slowing down of population decline in Northumberland County which, because of the drop in coal mining, had lost population in every decade since 1930; and secondly, very rapid increases in Montour, Snyder and Union Counties. All three of these counties have gained continuously since the 1930's, and now rank among the top eight counties of the State in rates of growth for the 1960-1963 period. Most of their gains are based on increased manufacturing employment, although the growing student enrollments at Bucknell and Susquehanna Universities were contributory factors in Union and Snyder Counties.

Significant declines in population since 1940 have occurred mainly in the hard coal areas of Columbia and Northumberland, with Northumberland



accounting for almost all of the Region's population decline. Columbia experienced virtually no growth in population between 1950 and 1960, and appears to have begun to decline since 1960. One reason for Columbia's current population decline is the loss of 1,500 jobs in 1961 when the American Car and Foundry Corporation discontinued operations at Berwick. The loss of jobs in the hard coal industry area in the southern tip of Columbia County has also contributed to this downward trend in population.

For the last two decades regional out-migration has exceeded natural increase and in-migration. The net result has been a decline in regional population from 293,000 in 1950 to 286,000 in 1960. From 1960 to 1963 an estimated 5,000 person increase has raised the Region's population to 291,000.

Northumberland County experienced a net out-migration of 41,000 persons between 1940 and 1960. This loss constituted 70 per cent of the total net out-migration experienced by the entire Region over the two decades and brought about a decline in Northumberland's population from 127,000 in 1940 to 104,000 in 1960.

From 1940 to 1960, Columbia, Juniata, and Mifflin also experienced considerable net out-migration, but to a lesser extent than in Northumberland. In fact, net out-migration was not sufficiently great in these three counties to cause absolute declines in population. Net in-migration was largely responsible for Montour, Snyder and Union Counties' rapid rates of growth, but has not yet reached the scale of completely offsetting the rest of the Region's losses.

Locational Trends in Regional Growth

The population of Region Seven has generally concentrated along the valleys of the Juniata and Susquehanna Rivers. Rough terrain and mountain ridges beyond the rivers has funneled the development of transportation routes along the level river valleys providing access to the narrow agricultural valleys between the ridges and between the Region and urban centers outside the Region. Urban growth, as a consequence, has grown along these valleys, the major line of communications.

The exception to this rule is the concentration of population found in southern Northumberland and Columbia Counties. It is here that hard coal was mined in the valleys between high mountain ridges. And, it is here that the City of Shamokin and the Borough of Mount Carmel have grown and declined in population.

From 1950 to 1960 population growth in Region Seven was confined almost entirely to the valleys of the Region's four primary rivers: along the North Branch of the Susquehanna River; along the West Branch of the Susquehanna; along the lower Susquehanna and along parts of the Juniata River.

Grouped along the North Branch of the Susquehanna, a number of

areas have shown population growth. The strip growth between Bloomsburg and Berwick is a result of decentralized linear development along both sides of U. S. 11. Southwest of Bloomsburg, suburban development is also occurring but in a less strung-out fashion. The Borough of Danville is also experiencing suburban growth while the Borough's population declines. Generally, this trend has occurred in a majority of the boroughs of Region Seven. However, Bloomsburg has shown slight increases in population though this may be due to the increase in enrollment in its State College.

Along the West Branch of the Susquehanna River, population growth has occurred in the industrializing area around the Borough of Milton, while on the west shore of the West Branch, a population spillover from the Borough of Lewisburg reflects the growth of Bucknell University as one of the sources of growth in Union County.

Along the lower Susquehanna, population growth has occurred between Selinsgrove Borough and Shamokin Dam Borough in Snyder County. Because of increased enrollment at Susquehanna University and the increase in industrial jobs in the area, Selinsgrove has shown appreciable growth while residences have spread out along U. S. Routes 11 and 15 between Selinsgrove and Shamokin Dam Borough.

Less intensive residential development has occurred along the Juniata River. Most of the population increase in this area is occurring around Lewistown where borough residents are moving to the suburbs.

In contrast to the growing areas, the hard coal fields in southern Northumberland and Columbia Counties have experienced population loss because of the net out-migration of people to find jobs outside of this area.

The possible causes of population growth and decline in Region Seven can be stated briefly. The growth of light manufacturing and the growth of educational institutions were probably the main stimuli of population growth in the major growth areas of the Region.

Decline of the hard coal industry, on the other hand, was probably the chief cause of population losses in the lower parts of Northumberland and Columbia Counties.

The State Tax Equalization Board's estimates of changes in the real value of taxable property in each municipality indicate two trends in the location of regional growth during the 1960-1964 period: an intensification of the linear river valley pattern previously noted, and a reversal of the earlier losses in the coal mining townships of southeastern Northumberland County. While the Boroughs of Shamokin and Mount Carmel appear to be still losing population, their suburban townships are experiencing substantial increases, some of which derive from added population, and some from the rebound of previous depressed real estate values.

Prospects for
Future Growth

Population estimates for 1963 indicate that Region Seven has reversed its losses in population experienced during the past two decades and is now growing again. Most responsible for the Region's renewed growth was a substantial slowing down of Northumberland County's annual rate of population decline from 1,298 persons during the 1950's to 252 persons between 1960 and 1963. Since the County's dependence on anthracite mining for employment has already declined from 23 per cent of all jobs in 1940 to only 6 per cent in 1960, the painful process of economic readjustment is now over. Absolute gains in Northumberland's population may occur in this decade if current upward trends in jobs continue in Milton, Sunbury, Shamokin and Mount Carmel.

The continued expansion of the light manufacturing industry, as well as educational institutions in Snyder and Union, already the Region's fastest growing counties, may result in even greater population growth for these west bank counties. Because a sizeable number of employed (from 25 to 30 per cent) in Juniata, Snyder and Montour Counties commute to jobs outside their county, population growth in these counties will also be influenced considerably by economic activity in the labor market areas of Williamsport, Harrisburg, Lewistown, Sunbury and Shamokin.

Easier access to markets via Interstate 80 and improved Routes 322 and 15 will stimulate still further the Region's future rate of growth. Previous population projections, prepared by Temple University, anticipated a very slight Region increase from 286,000 in 1960 to 289,000 in 1970. If 1960-1963 trends are projected, the 1970 estimate should be raised slightly to 291,000 (the 1950 total). Since this trend towards higher Region rates of growth seems to be accelerating, the most realistic expectation for 1970 would at least exceed the 300,000 mark.

Whichever estimate preferred, the over-all increase remains very modest. This is, however, deceptive. Within the Region, far more growth is occurring along the major river valleys than total Region growth figures suggest. Indeed, the basic pattern of future regional land use is now being established, with some planning guidance or thought at the County level, and none at the regional level.

Region Seven

Components of Regional Population - 1940 - 1970

Period	Natural Increase per Decade	Net Migration per Decade	Total Change per Decade	Present Change per Decade
1940-1950	25,304	-26,319	-1,015	-0.4
1950-1960	27,769	-33,194	-5,425	-1.9
1960-1963	21,580	- 6,470	15,110	+5.3

Region Seven

County Population Trends and Estimates - 1940 - 1970

Year	Counties							Region Total
	Columbia	Juniata	Mifflin	Montour	Northum- berland	Snyder	Union	
1940	51,413	15,373	42,993	15,466	126,887	20,208	20,427	292,767
1950	53,460	15,243	43,691	16,001	117,115	22,912	23,150	291,572
1960	53,489	15,674	44,348	16,730	104,138	25,922	25,646	286,147
1963 ^a	52,350	16,444	45,147	17,769	103,318	27,651	28,481	291,060
1970 ^b	49,629	17,624	46,808	19,920	101,618	31,242	34,366	301,257
1970 ^c	53,331	16,612	44,515	18,326	97,316	29,060	29,604	288,764

- a) Intercensal Estimate
- b) Projection of 1960-1963 Trends
- c) Temple Projections

C. Economic Trends

Characteristics of the Regional Economy

The principal source of employment in Region Seven is manufacturing. In 1960, 38.9 per cent of the employed labor force was so engaged. This was slightly higher than the State average of 37.6 per cent. Within the Region, the greatest number of manufacturing employees were located in Northumber-

land County.

Within the manufacturing sector, the apparel industry was the largest regional employer in 1963 with 9,600 workers, or 25 per cent of total manufacturing employment. Approximately three-quarters of this employment was located in Northumberland and Columbia Counties. The textile industry accounted for another 15 per cent with 5,430 employees. More than half of these jobs are located in Bloomsburg, Columbia County, where the Magee Carpet Company, located behind the "Buy American" billboard, hires a large proportion of these workers. The food products industry ranked a close third with 13 per cent (Berwick and Milton), followed by chemicals, furniture, primary metals, transportation equipment and leather products.

As the second largest regional employer, the service industry accounted for 17.7 per cent of total employment in 1960, slightly lower than the State's 19.2 per cent. While retail trade, at 17 per cent slightly surpassed the State's 14.7 per cent proportion. Although employment in agriculture has declined more than 30 per cent since 1950, its proportionate share of 8.1 per cent of total employment in 1960 was still almost three times as large as the State's 2.9 per cent average.

Within the manufacturing sector, proportional employment in apparel, textiles, food products, chemicals and furniture industries was approximately 36 per cent greater than for the rest of the State.

The Department of Internal Affairs estimates that in 1960, residents of Region Seven earned \$34 million more than was paid out by regional employers (\$475 million), implying a significant dependence on jobs outside the Region. Employment within the non-manufacturing sector accounted for a sizeable amount of total commuting from the Region. Most of this travel involved State government service employees who commuted daily from the Region into Harrisburg.

Information compiled from the U. S. Census indicates that in 1960, approximately 2,700 persons employed in manufacturing traveled across regional boundaries to places of employment. With the exception of Northumberland and Montour Counties, total manufacturing employment in all counties exceeded the total number of manufacturing jobs. Presumably, heavy commutation into the Williamsport area and into Luzerne and Dauphin Counties is taking place.

The following table lists the per cent of total employment and the number employed outside of the County of residence in 1960.

Region Seven

Persons Employed Outside Their County of Residence - 1960

County	Employed Outside County	
	Number	Per Cent of Employed
Juniata	1,551	29%
Snyder	2,234	27%
Montour	1,253	25%
Northumberland	6,848	19%
Union	1,400	19%
Columbia	1,992	10%
Mifflin	1,219	8%

Between 1949 and 1959, median family income increased at a slightly greater rate for the Region (47 per cent) than it did for the State (45 per cent). However, the Region still lags far behind the State with an average family income of only \$4,702 in 1959 compared to the State's \$5,719. Within the Region, Montour County had the highest family income in 1959 (\$5,134) and experienced the largest percentage increase (78 per cent) over the ten year period. While Mifflin County had the highest family income in 1949, it experienced a relatively small percentage increase during the ten years. The lowest median family income in 1959 was in Juniata County with \$4,062.

Unemployment Trends

The Bureau of Employment Security's estimates for 1958 and 1964 show that unemployment rates have been reduced by 50 per cent in Region Seven, and that this improvement has benefited all three of the Region's labor market areas.

As shown in the following table, regional unemployment declined by 6,800 persons between 1958 and 1964. During this period, employment increased by 1,900 while the total civilian work force dropped 4,900 persons. This decline in the size of work force may have resulted from out-migration, increased commutation to areas outside the Region, reduction in the number of women in the labor market, or a combination of these factors.

Region Seven

Labor Force Data - 1958 - 1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	109,800	96,200	13,600	12.4%
1961	109,400	96,900	12,500	11.4%
1964	104,900	98,100	6,800	6.5%
<hr/>				
Difference:				
1958-1964	-4,900	+1,900	-6,800	-5.9%

According to the Bureau of Employment Security, the total number of jobs in the Berwick-Bloomsburg labor market area (Columbia) and in the Sunbury-Shamokin-Mount Carmel labor market area remained relatively static between 1958 and 1964, while the number of jobs in the Lewistown labor market area rose 10 per cent from 19,500 to 21,400.

Over-all Regional Growth in Employment

Between 1950 and 1960, the total number of employees in Region Seven remained almost static, compared to a 5 per cent increase for the State. With the exception of Northumberland County, which declined 10.6 per cent, all counties experienced a rise in total employment. While Union County achieved the greatest percentage increase (21 per cent), corresponding increases in Columbia and Mifflin Counties were only 9 and 7 per cent, respectively.

The greatest absolute increase in total regional employment between 1950 and 1960 occurred in Columbia County which experienced a gain of 1,714 persons in the employed segment of the labor force. Union County experienced a rise of 1,482 and Mifflin County showed an increase of 1,103 persons. It is important to note that these census figures are based on worker's place of residence, not on job location. Thus, increased employment in Columbia County, for example, does not necessarily mean an increase in the number of jobs located in the County.

Components of
Economic Growth

Shown in table below are four industrial sectors in which regional employment exceeded comparable State growth rates between 1950 and 1960. The growth of employment in public administration reflects the expansion of two Universities, one State College and numerous State and private hospitals within the Region, and increased commuting to State and Federal government jobs in the Harrisburg area.

Region Seven

Industrial Sectors of Regional Growth - Greater than State Growth
1950-1960

Industrial Sector	Absolute Change In Regional Employment	% Change In Region	% Change In State
Public Administration	1,012	38.5%	28.3%
Finance, Insurance & Real Estate	584	35.6%	29.0%
Manufacturing	4,438	12.1%	9.5%
Retail Trade	1,279	9.6%	5.7%

Employment declined in six of the eight industrial sectors not shown above. Mining declined 64.8 per cent, (5,208), public utilities 30.7 per cent (423) and agriculture 30.4 per cent (3,700). In other sectors, declines were moderate and generally followed Statewide trends.

Individual manufacturing industries have in the last dozen years, experienced very different histories of growth and decline. The following table lists ten industries which experienced substantial growth or decline in manufacturing employment between 1951 and 1963.

Region Seven

Changes in Manufacturing Jobs By County - 1951 - 1963

<u>Growth Industries</u>	<u>Employees</u>	<u>Counties Affected</u>
Leather Products	+1,105	Northumberland, Mifflin
Food Products	+ 845	Northumberland, Columbia, Snyder
Furniture	+ 821	Union, Snyder, Juniata
Tobacco	+ 603	Columbia, Northumberland
<u>Declining Industries</u>	<u>Employees</u>	<u>Counties Affected</u>
Transportation Equipment	-2,181	Columbia, Mifflin; Montour Snyder, Northumberland in- crease
Textile Products	-1,697	Mifflin, Northumberland, Snyder; Union; Montour increase
Chemicals	-1,184	Mifflin, Northumberland
Electrical Machinery	- 853	Northumberland; Mifflin and Columbia, increase
Primary Metals	- 722	Mifflin, Northumberland

In order to determine whether regional trends departed appreciably from general employment trends, Region Seven's experiences during the 1951-1963 interval were compared with comparable data for a four-state area consisting of New York, New Jersey, Ohio and Pennsylvania. For purposes of analysis, the differential shift technique was employed. The procedure used is illustrated in the following example. In the four-state area mentioned above, total employment in the apparel industry declined 16 per cent between 1951 and 1963. If Region Seven had followed the four-state trend, then the Region would have experienced a proportional loss of 1,462 jobs in the apparel industry. Actually, the Region experienced a growth of 297 jobs and the difference between the expected loss of -1,462 and the actual gain of 297 is termed a "differential shift" of 1,759 jobs toward greater specialization in apparel products. This experience, and those of four other manufacturing industries in which the Region has become more specialized, and three industries in which it has become less specialized, are depicted in the following table:

Region Seven

Differential Shift In Manufacturing Jobs - 1951-1963

<u>Increased Specialization</u>	<u>Decreased Specialization</u>	<u>Number of Jobs</u>
Apparel Products		+1,759
Textile Products		+1,282
Food Products		+1,223
Leather Products		+1,140
Furniture		+1,003
	Transportation Equipment	-2,265
	Chemicals	-1,683
	Electrical Machinery	- 949

Manufacturing jobs within the Region declined 6.5 per cent between 1951 and 1963, compared to the four-state decline of almost 9 per cent. The Region's manufacturing stability has historically been based on such industries as apparel, textiles and food products. All of these industries are declining in the four-state area and textile products has experienced substantial declines within the Region as well. Future prospects for these industries within the Region do not appear exceptionally good. Between 1951 and 1963, Region Seven decreased its proportional employment in high wage industries mainly as a result of declining employment in the transportation equipment industry and the chemical industry. During the same period, proportional employment in the lower wage industries rose because of gains in leather, food, furniture and tobacco industries, reversing earlier trends and returning the Region to the 1940 proportion of two-thirds of its employment in this least remunerative category.

Proportion of Manufacturing Employment in
Low, Median and High Wage Industries

Year	Low Wage (under \$5,000)	Median Wage (\$5,000 - \$6,000)	High Wage (over \$6,000)
1940	70.6%	7.3%	22.1%
1951	60.3%	9.6%	30.1%
1963	68.9%	9.4%	21.7%

Location of Economic
Problem Areas and
Growth Centers

The more prosperous, economic areas of Region Seven are situated in the valleys and particularly along the West and North Branches of the Susquehanna River, while the areas experiencing high unemployment rates were limited, in 1960, to the mountainous townships of western Union County, southern Snyder County and the anthracite belt of southeastern Northumberland. Considerable change is taking place in the Region, not only in the type of employment available but also in its location. Statistics on these locational changes were available only for the manufacturing sector. Major changes in the number of manufacturing jobs between 1951 and 1964, by county, are shown below:

Region Seven

Manufacturing Job Changes By County - 1951-1964

County	Manufacturing Jobs	
	Gain	Decline
Snyder	+1,212	
Northumberland	+ 790	
Montour	+ 370	
Juniata	+ 234	
Union	+ 25	
Columbia		-1,010
Mifflin		-1,632
Region Seven		-11

In 1964, Northumberland County was the Region's principal manufacturing area, accounting for approximately 41 per cent of the Region's total number of manufacturing jobs. The City of Shamokin and the Borough of Milton together accounted for 45 per cent of the County's total number of jobs and 18 per cent of the total number of manufacturing jobs in the Region. The total number of jobs in Shamokin was 3,799 in 1964, an increase of over 600 since 1957. Milton Borough, situated along the West Branch of the

Susquehanna River, had a total of 3,579 jobs in 1964, also a gain of over 600 since 1957. The City of Sunbury experienced a more modest increase of 400 during the period, from 1,845 in 1957 to 2,257 in 1964. These gains may be attributed to increased employment in the apparel industry in Shamokin, and expansion of the food and kindred products industry in Milton and Sunbury.

In Columbia County, the Borough of Berwick provides 43 per cent of the County's total number of manufacturing jobs, but has only replaced about half of the 1,500 jobs lost in 1961 when American Car and Foundry closed down its Berwick plant. This loss accounts for most of the Region's decline in the transportation equipment industry between 1951 and 1963. The town of Bloomsburg is Columbia County's second most important manufacturing center, comprising 39 per cent of the County's total number of manufacturing jobs. Most of this employment is in textile mill products. The number of manufacturing jobs in Bloomsburg remained about the same in 1964 as it was in 1957.

Mifflin County has become the main source of manufacturing jobs for the eastern portion of Region Seven and also for the northeast section of Region Eleven. The Borough of Lewistown remains the area's principal manufacturing center although it has experienced a 400 decline in total manufacturing jobs since 1957. This loss was brought about mainly by declining employment within the chemical industry. Armagh Township, situated in the extreme northern portion of Mifflin County had a total of 700 manufacturing jobs in 1964, more than twice as many as in 1961. This gain was due mainly to increased activity in the local electronic factory.

The Region's principal center for manufacturing primary metals is Burnham Borough, located north of Lewistown. In 1964, Burnham had a total of 1,900 persons employed in manufacturing, a gain of 400 since 1957.

Less significant manufacturing areas are Juniata, Snyder, Union and Montour Counties. The Williamsport urban complex is an important element in the economic stability of Union and Montour Counties. There is a significant amount of commuting from these two counties into Williamsport in both the manufacturing and non-manufacturing sectors. In Montour County, Danville is the principal manufacturing center accounting for virtually all of the County's jobs. In 1964, transportation equipment, textiles, ordnance and apparel were the Borough's principal manufacturing industries.

Although in conflict with present trends, future manufacturing growth may occur in the area. Manufacturing growth may be stimulated along the North Branch and West Branch of the Susquehanna River by the completion of the interstate highway system.

The western section of the Region will probably experience some stimulus to growth in manufacturing jobs as the relatively poor access characteristics of the area are improved by completion of the Route 322 improvements.

The future of the region's anthracite area will depend, to a great extent, on the success of these communities in attracting new industry. Shamokin, Mt. Carmel and Kulpmont's achievement in adding 800 manufacturing jobs between 1961-1964 promises at least economic stability, and perhaps some measure of renewed growth.

D. Agricultural Trends

Importance of Region's Agriculture

Region Seven's agriculture has been relatively successful in that substantial growth in farm production has resulted in significant gains in the Region's proportionate share of total State income derived from farming.

Since as far back as 1899, farm production has been shifting from the northeast and western sections of Pennsylvania toward the southeast and central portions of the State. Part of this shift has been due to greater production in Region Seven. Successive changes in the Region's proportionate share of Pennsylvania's total farm income for the years 1939, 1949, 1959 and 1963 were 5.7, 6.1, 6.9 and 7.1 per cent.

In addition, these relative increases in farm production have taken place during a period when the Region's share of total State population and local agricultural markets were declining. By 1963, the Region's 2 per cent share of Pennsylvania's total population was contributing more than 7 per cent to total State income derived from agriculture. Thus, agriculture is an important industry in Region Seven.

The total value of farm products sold rose from \$33.7 million in 1949 to \$49.8 million in 1959, an increase of nearly 48 per cent. This gain was significantly greater than the 30 per cent increase experienced by the State during the same period. Only Montour and Columbia Counties fell short of the State average with gains of 16 per cent, while the remaining five regional counties exceeded Pennsylvania with improvements ranging from 42 per cent in Juniata to 81 per cent in Snyder County.

More than fifty per cent of the Region's land was in farms in 1959, and approximately 67 per cent of all farmland was capable of being tilled, compared to corresponding proportions for the State of 41 and 68 per cent. The proportion of total land in farms deviated significantly from the regional average (52 per cent) in Mifflin, Snyder and Montour Counties, which had, 42, 61, and 73 per cent of their total land area, respectively, devoted to agriculture.

Dairy farming, the Region's most important farm enterprise, provided nearly 36 per cent of the \$55.5 million income that came from the sales of all farm commodities in 1963. The largest amount of dairy product sales within the Region are made by Mifflin County where dairying constitutes 53 per cent of their source of farm income.

Poultry farming represented the second major source of regional farm income with 33 per cent of total dollar volume of agricultural sales, resulting in Northumberland and Columbia Counties ranking among the top ten poultry producing counties in Pennsylvania. Region Seven supplies 13 per cent of Pennsylvania's total poultry sales, almost twice as much proportionately as might be expected on the basis of the Region's share of total farm production.

Agriculture in the Region is shifting gradually towards dairying and poultry, and away from crop farming. In 1949, the contributions of dairy, poultry and crops to total farm income were 32, 31 and 22 per cent, respectively. In 1963, the corresponding percentages were 36, 33 and 18. However, no other appreciable shifts in farm enterprise appear to have taken place.

Agricultural
Readjustment

The loss of 2,084 farms from 9,413 in 1950 to 7,319 in 1959 represents a decrease of 22 per cent, compared to a 32 per cent decline for the State. Within the Region, reductions in total number of farms ranged from a low of 14 per cent in Union to as much as 31 per cent in Juniata. Percentage losses experienced by other counties deviated no more than 3 per cent from the regional average.

The greatest decline in number of farms has occurred among those less than 100 acres in size, down 31 per cent from 5,405 in 1950 to 3,709 in 1959, while farms 220 acres in size and over increased 20 per cent, up from 625 to 747 during the same period. An exception to the general trend was Montour County, where farms in all size categories declined.

Average farm size in Region Seven increased because many farmers with small holdings discontinued farming, while others expanded in order to achieve more efficient units. This tendency toward consolidation of small farms into larger units resulted in a significant increase in average farm acreage from 99 to 117 in 1959 and, along with modest increases in land value, raised the average value of farm real estate from \$7,234 to \$15,864. Still, the average value of farm real estate for the Region did not approach the Statewide level of \$21,417 in 1959, reflecting, in part, a relatively low market value of land compared to the rest of the State. The high value reported in Mifflin, the Region's major milk producing county, may be ascribed to the relatively large amount of capital required for dairy farming.

A measure of agriculture's economic health is the improvement in average value of farm production per farm unit. Using this measure, the Region nearly equaled the State per cent of increase in value of farm products sold per farm, but the level of annual gross income per farm continued to lag somewhat behind the Pennsylvania average. Cash receipts from the sale of agricultural commodities averaged \$6,806 per farm in Region Seven in 1959 as compared to \$3,587 in 1949 - a gain of \$3,219, or 90 per cent. During the same period the average Pennsylvania farm improved its dollar volume of sales by \$3,404 (92 per cent), from \$3,717 to \$7,121. Regionally, the greatest improvement occurred in Snyder County, where average annual sales of agricultural commodities increased 124 per cent between 1949 and 1959. Four other counties exceeded the State average. The least improvement was experienced in Montour and Columbia Counties, where gross income increased only 45 and 65 per cent, respectively.

Another measure of improvement in efficiency is the average value of

gross farm production per acre of tillable land (pasture and cropland). In Region Seven, productivity rose from an average of \$53 per acre in 1949 to \$86 per acre in 1959, an increase of 62 per cent. For the State, the 1959 figure of \$88 per acre was 57 per cent above the 1949 level. Because Pennsylvania's farm price index has declined since 1949, all of the rise indicated above is attributed directly to increases in productivity.

Crop and pastureland dropped 8 per cent in ten years, from 635,884 acres in 1949 to 582,058 acres in 1959, compared to a 17 per cent decline for the State as a whole. It is significant that while tillable acreage was declining for the rest of the Region, Union County experienced a 19 per cent increase in pastureland and 2 per cent gain in total tillable acreage. Two factors may have accounted for this unique divergence from regional and Statewide trends: (1) a relatively small reduction in total number of farms between 1950 and 1959; and (2) an 11 per cent increase in number of milk cows on Union County farms from 5,853 to 6,516, implying greater emphasis on dairying, hence larger pasture requirements.

The proportion of part-time farms in 1959, at 34 per cent, was smaller for the Region than for the State (41 per cent). Montour, the Region's least productive county in agriculture, had exactly half of its 490 farms classified in the latest United States Census of Agriculture as part-time.

Future Prospects For Agriculture

Since the turn of the century, the central and southeastern portions of Pennsylvania have been producing increasing proportions of total State farm production. There is evidence that this shift will continue and that Region Seven's agricultural sector will expand faster than most other Regions in Pennsylvania.

The Region is characterized by relatively level but narrow limestone valleys separated by sandstone mountains. The limestone soils in the valleys are very productive, but the soils along the lower slopes of the mountains have developed from shales and are low in productivity.

Due to its relatively isolated location and to the rugged nature of the topography, Region Seven is better suited for livestock raising than for cash crop farming. Hence, dairy and poultry enterprises dominate the Region and furnish nearly 70 per cent of all income derived from farming. Field crops are commonly grown to support livestock production.

The decline in number of farms in Region Seven has been occurring less rapidly than in the State as a whole, and the loss of tillable acreage at only one-half the rate experienced by the rest of Pennsylvania. Consequently, percentage increases in farm output continue to exceed gains achieved by the State as a whole.

Within the Region, there has been an important shift in the proportion of production contributed by the counties on the eastern and western banks of the Susquehanna. In 1949, more than half (51 per cent) of total agricultural sales came from Columbia, Montour and Northumberland. By 1963,

this proportion had fallen to 47 per cent. Thus, among the west bank counties, Union ranks first in the Region in gross income per farm and Mifflin first in amount of capital investment in real estate per farm. If current trends continue, the west bank counties will play an increasingly important role in the Region's agricultural economy. In the short-run period, however, the location of greatest total volume of farm production will continue to be Northumberland and Columbia Counties.

If a \$10,000 and below 1959 gross income is used as the dividing point to identify those farms whose economic future is somewhat doubtful, then 67 per cent of the Region's commercial farms must be considered marginal, compared to 62 per cent for the State. As a result, the downward trend in the number of farms and acres of farmland can be expected to continue as marginal farms and farmland are phased out of agriculture. However, adjustment process will result in fewer, but larger and more efficient farm units, with consolidation to take place primarily in areas where land characteristics are most favorable for efficient utilization of large scale mechanized farming operations. The potential for consolidation is greatest in Montour and Snyder Counties where 75 and 78 per cent of all commercial farms earned less than \$10,000 income in 1959.

In short, agricultural production in Region Seven will probably continue to increase at a faster rate than the Statewide average. Major emphasis will be on livestock raising while cash crop farming will continue to decline in importance.

Even though the Region is sparsely inhabited, the threat of competition between rural and urban sectors for land use is present. Such a conflict is already occurring in the rich Buffalo Valley west of Lewisburg and along many other stretches of the Susquehanna River banks where urban spillover from small boroughs and ribbon-like development along the highways is encroaching on the Region's most fertile farmlands.

E. Industrial Development

Accomplishments and Expectations

Region Seven displays as great a diversity in industry as it does in landscape and topography. This ranges from the hard coal belt found in the eastern end of Northumberland County, to the agriculturally dominated rural economies of Snyder, Union and Juniata Counties. However, both areas face the problem of decline in employment of their respective dominant industries. Poor access to Region Seven has been a factor in discouraging industrial growth. However, with the completion of the Keystone Shortway and the proposed construction of bypasses around the major urban centers in the area, the Region will become much more accessible.

Within Region Seven there are 19 separate industrial development organizations, incorporated under the Pennsylvania Industrial Development Authority Act. Each of these groups has raised funds and 17 of them have

participated in financing industrial projects through the Pennsylvania Industrial Development Authority, as indicated in the following table.

Region Seven

Pennsylvania Industrial Development Projects - 1956 - 1964

County	Number of Organizations	Total Projects	Capital Investment	Expected New Jobs
Columbia	4	10	\$1,848,000	887
Juniata	1	--	--	-
Mifflin	2	5	2,260,226	940
Montour	1	--	--	-
Northumberland	5	20	4,832,150	2008
Snyder	4	12	1,925,587	1108
Union	2	2	435,000	175
Regional Total	19	49	\$11,300,963	5118

Source: Pennsylvania Department of Commerce

In addition to the individual corporations there is the Susquehanna Economic Development Association (S.E.D.A.), formed in 1957 to coordinate the use of Industrial Development Matching Funds for a five-county area embracing all of Region Seven, with the exception of Juniata and Mifflin Counties. Lycoming and Clinton Counties are also cooperating units in this regional organization, but retain their own identity and fund acquisition procedures.

Industrial development funds have been raised by each of the development groups, three of which presently have fund raising drives, with large goals, under way. Both bonds and gifts are being utilized to provide the millions of dollars required for Region Seven's contribution to industrial investment.

Under this program, industrial sites have been identified through the combined efforts of Chambers of Commerce, Industrial Corporations, and Utility Companies. Descriptive brochures have then been developed and prime industrial sites either purchased or optioned. Three of the counties, Columbia, Mifflin and Northumberland, have established five industrial parks and are rapidly filling them with new industries. No other effort to control industrial site property values or retain prime sites has been made except in eastern Snyder County where the Industrial Development Corporation in cooperation with a local zoning commission, has had several sites zoned for industrial use. The Central Susquehanna Valley Chamber of Commerce is also interested in industrial development. Though it does not currently own any industrial land, it is studying possible industrial park sites on the east and west shores of the Susquehanna River. There is a good possibility that such a park will be established in Snyder County where good potential industrial sites abound.

Where industrial parks have been established, a five year supply of sites is generally estimated to be available at the present rate of development.

In industrial promotion efforts all counties within the Region have utilized Pennsylvania Industrial Development Assistance Act matching funds for brochures, advertising and surveys. The following table indicates how these funds have been utilized. The small amount of funds requested and utilized in the Region further demonstrates the difficulty of raising promotional funds in non-industrial counties.

Region Seven

Pennsylvania Industrial Development Assistance Act - 1956 - 1964

County	Year	Fund Grant	Amount Utilized	Purpose
Juniata	1960	\$ 750	\$ 229	Surveys and
	1963	777	36	Advertising
	1964	785	0	"
Mifflin	1964	2,217	817	Brochures
S.E.D.A.*	1958	16,011	5,897	Brochures,
	1960	9,425	4,595	Surveys, Photos
	1961	9,375	3,840	Advertising and
	1962	11,275	7,791	Site Studies
	1963	9,367	5,827	Programs Con'td
	1964	11,295	10,332	" "

* Susquehanna Economic Development Association

Evaluation of Programs

Until recently very little long-range planning to balance or improve the type of industrial jobs in Region Seven has been undertaken, because no Regional Industrial Development Corporation has been established with an economic base large enough to support an adequate professional staff.

However, the Susquehanna Economic Development Association may eventually become the means by which combined efforts could be aimed at promoting a more consciously directed program of regional industrial development. Already some funds have been scheduled for this purpose by this agency, and recent proposals to strengthen its leadership to include representation by county commissioners and county planning and economic development directors were based on plans for subsequent application to the Federal Economic Development Administration and Appalachia Regional Development Commission for matching funds for a continuing regional staff and development program. It seems likely that it will be in this field of economic development rather than in land use planning that regional cooperation will progress most rapidly. Fortunately, the economic and physical planners seem to be developing an organization which will encourage an appropriate partnership between these two planning disciplines. Much of the

initiative in strengthening S.E.D.A. has come from the Pennsylvania Power and Light Company, which has also taken a very active part in assisting site selections and in financing shell building construction in the Region.

F. Tourist Development

Existing Attractions and Potential Development With the completion of Interstate Routes 80, 81 and 70, Region Seven will be within three and one-half hours driving time from the major eastern urban centers of New York, Baltimore, Philadelphia, and Washington. As a result, additional demand will be stimulated for the development of commercial tourist facilities.

In order to take advantage of this potential economic asset, additional recreation water impoundments must be created in this area where few presently exist. The second major improvement needed is that of better highways within the Region to distribute interstate highway traffic to the various recreation sites throughout the Region. Finally, additional capital must be invested in new tourist facilities.

With the exception of Montour County, each county has a designated tourist promotion agency (T.P.A.). However, neither Snyder, Union nor Juniata has utilized State matching funds available in the 1964-65 fiscal year. The table below indicates the amount of the matching funds used and demonstrates the difficulty in raising the local share required to take advantage of this program.

Region Seven - Tourist Promotion Matching Funds - 1961 - 1965

Agency	Year	Grant	Expenditure
Columbia County	1961-1962	\$2,010.00	\$2,010.00
" "	1962-1963	2,674.00	2,663.00
" "	1963-1964	-	-
" "	1964-1965	1,711.00	Not Complete
Juniata County	1963-1964	1,000.00	212.00
Mifflin County	1963-1964	1,330.00	1,330.00
" "	1964-1965	1,419.00	Not Complete
Northumberland County	1961-1962	1,622.00	1,622.00
" "	1962-1963*	7,500.00	7,500.00
" "	1963-1964	3,124.00	1,750.00
" "	1964-1965	3,332.00	Not Complete
Union County	1961-1962	320.00	320.00
" "	1962-1963	1,987.00	1,987.00
" "	1963-1964		
" "	1964-1965	1,000.00	Not Complete

* Snyder County joined with Northumberland during this fiscal year to secure funds for the rubber dam project on the Susquehanna below Sunbury.
Source: Pennsylvania Department of Commerce.

With the exception of Northumberland County, no tourist agency has been in existence long enough to have formulated either an inventory of tourist attractions or a long-range development program. Montour County is presently anticipating forming a tourist promotion agency due to the growing potential of the Keystone Shortway and the expansion of the Geisinger Medical Center. Union County's tourist promotion program is due to the efforts of one individual who initiated this program during the Lewisburg Centennial celebration in 1963. Since that time, small annual appropriations by the County Commissioners have been the only income to this organization. Snyder County joined with Northumberland County in 1963 to promote the building of a rubber fabric dam on the Susquehanna below Sunbury. With the achievement of this limited promotion goal, the Snyder County T.P.A. reverted to an inactive status. Prior to 1963, Union County also cooperated with the other counties involved in the project, while retaining a separate organization.

In another part of the Region, the Juniata and Mifflin County tourist efforts are coordinated by the Juniata Mountains Vacation Agency, comprised of seven counties in south-central Pennsylvania. A limited amount of State and local funds are channeled into this area agency for brochures, advertising and tourist promotion.

Although county experiences differ, the growth of hotel and motel rooms in the Region has been relatively slow as indicated in the table. These figures do not, however, reflect the qualitative improvement to existing units, nor the replacement of older accommodation by new construction.

Region Seven - Overnight Room Accommodations - 1961 - 1965

County	1961	1965	Change	
			Numerical	Percentage
Columbia	507	482	-25	- 5%
Juniata	102	113	+11	+11%
Mifflin	472	496	+24	+ 5%
Montour	123	100	-23	-19%
Northumberland	726	749	+23	+ 3%
Snyder	288	414	+126*	+44%
Union	145	148	+ 3	+ 2%
Region Seven	2,383	2,502	139	+ 6%

* Shamokin Dam Borough increased 123 rooms.
Source: Pennsylvania Department of Revenue.

Snyder County has experienced the greatest growth in overnight room accommodation, with Juniata, Mifflin and Northumberland Counties showing more modest gains. By contrast, Columbia and Montour Counties show a decline, with the Montour decline reflecting the closing of the old Montour

Hotel in Danville. The Snyder County growth occurred along Routes 11 and 15, in Shamokin Dam Borough, immediately across the Susquehanna River from Sunbury, reflecting the growing trend of commercial establishments towards the "Sunbury West Shore".

In contrast to a rather low net gain of overnight accommodations, vacation homes have shown a phenomenal growth in the Region with Union County, the only county experiencing less than a 50 per cent increase. Juniata County's vacation homes have grown by nearly 149 per cent, proportionately far faster than the other counties of the Region.

Region Seven - Vacation Homes, 1950 - 1960

County	Year		Change	
	1950	1960	Numerical	Percentage
Columbia	385	663	+278	72%
Juniata	133	331	+198	149%
Mifflin	267	531	+264	99%
Montour	51	85	+ 34	67%
Northumberland	267	523	+256	96%
Snyder	176	299	+123	70%
Union	288	389	+101	35%
Region Seven	1,567	2,821	1,254	80%
Pennsylvania	47,248	85,129	37,881	80%

Source: 1950 and 1960 United States Census of Housing.

Local persons familiar with the areas where this growth is occurring (along the Juniata River and Tuscarora and Licking Creeks) indicate that the rate has probably increased since the census. However, local concern has been voiced about the sub-standard nature of the vacation residences being built. Because of the lack of zoning or subdivision controls, old bus bodies and tar paper shacks are blighting those areas that have the most potential. As a consequence, while the growth rate of vacation homes is high, their low quality is generating an image which will be a detriment to future recreational and tourist development in this County.

In other parts of the Region, new vacation homes are generally water oriented and are found around the lakes and rivers. However, some are located in the vast hunting areas of the more mountainous areas of northern Mifflin and western Snyder and Union Counties.

Among other tourist attractions in Region Seven are an abundance of historic sites and buildings. The Pennsylvania Historical and Museum Commission has identified as many as forty sites of outstanding interest, of which half are located in Northumberland County. Three of the latter

are already in public ownership: Fort Augusta, the Joseph Priestly House and Warrior Run Church. The Commission has recommended that the home of Joseph T. Rothrock, conservationist and father of today's State Forest heritage, be acquired and developed as a memorial in Mifflin County. Local efforts could preserve and present for public use many more of the Region's historic sites. All add to the Region's interest for tourists.

Evaluation of
Local Programs

In the Sunbury area, recent tourist and recreation efforts have been devoted to promoting the building of an inflatable rubber dam below Sunbury on the Susquehanna River. The objective of this project will be to stabilize the summer level of the Susquehanna above the dam so that a new lake may be provided for summer recreation.

Sunbury had its opportunity during 1963 to spend State and local tourist promotion funds. During 1964, it became Shamokin's turn to promote its local projects. Like a tennis ball bouncing from one side of the court to the other, the right to administer local Northumberland County and State tourist promotion funds passes from Sunbury to Shamokin and back to Sunbury on an annual basis. Although this arrangement has the virtue of concentrating limited county funds, its arbitrary annual rotation tends to hinder any efforts to plan tourist development on a long-range basis.

Prior to the Sunbury dam project, there had existed the beginnings of a regional tourist organization, including Snyder, Union and Northumberland Counties, centered on the recreational potential of the Susquehanna River. The river is the Region's greatest asset, but cannot be developed or promoted on a county-by-county basis.

Rather than reconstituting a separate regional organization, the tourist agencies should examine the possibility of some type of formal participation in a reorganized Susquehanna Economic Development Association.

G. Open Space and Recreation

Existing Public
Open Space

Region Seven contains a total of 200,000 acres of State owned forest, game, fish and park lands. This amounts to approximately 700 acres per 1,000 people, almost three times the State average. Within this total, forest lands amount to about 80 per cent and slightly more than half of these forests are located in Mifflin and Union Counties. There are five State Forest Picnic Areas in Region Seven and these are operated and maintained by the Pennsylvania Department of Forests and Waters. These intensive-use areas constitute a total of only 25 acres. Two of these areas are located in Mifflin County and one each in Juniata, Snyder and Union Counties.

The most heavily used State lands are State Parks, of which there are 1,700 acres in Region Seven, an average of only 6 acres per 1,000 resident

This is far below either the current State average of 15 or the regional standard of 25 acres per 1,000 people, proposed in the Statewide Outdoor Recreation Plan.

Thus there is a current deficit of about 5,400 acres of State parkland in Region Seven. Existing facilities include: Reeds Gap State Park in Mifflin County, Snyder-Middlesworth in Snyder County, Shikellamy and Raymond D. Winter Parks in Union County and about 300 acres of Ricketts Glen State Park in Columbia County.

Proposed Development

The Pennsylvania Game Commission is to acquire about 1,000 acres in Columbia County to expand existing State Game Land, parcel number 226, for small and big game hunting. This additional land will be acquired with PROJECT 70 funds. Another 160 acres of land are being acquired by the Pennsylvania Fish Commission for the Briar Creek Fish Area in Columbia County, under the PROJECT 70 program. The development on Briar Creek will include construction of a multi-purpose recreational and flood control dam. It will also have parking lots, sanitary facilities, boat mooring and docking sites.

The Pennsylvania Department of Forests and Waters will acquire about 30 acres of land for the Sunbury rubber dam project. This site will be purchased in 1967 under the PROJECT 70 program and it is anticipated that the river lake impounded will serve as many as 600,000 people each year. Statements of interest submitted by local government units, under PROJECT 70, indicated a local desire to participate in acquiring over 4,000 acres for local parks. This acreage alone would provide a ratio of about 14 acres per 1,000, 1980 population for Region Seven. This falls only slightly short of the generally accepted standard of 15 acres per 1,000 population. Of this large number of acres, Columbia and Snyder Counties intend to acquire 160 acres and 720 acres, respectively, for recreation and conservation purposes, under the PROJECT 70 program. The largest of the projects, at Middle Creek in Snyder County, has already been approved by the State Planning Board. It is a joint project with the Soil and Water Conservation Service.

Evaluation

At present there is no indication that the Region's apparent deficiency in State Park acreage will be overcome by 1980. The best potential for further development may lie along the Susquehanna River, and the Sunbury rubber dam project may be viewed as an experiment which, if successful, might be repeated at several other locations within the Region. There is everylikelihood that such water-oriented recreation could attract millions of visitors from the more urbanized areas to the south.

What is badly needed is a region-wide recreation plan with regional cooperation to preserve the river access now endangered by urban expansion

Region Seven

Existing and Proposed Open Space Acreage, 1964

County	Existing				Proposed		
	State Forests	Fish & Game Lands	State Parks	Local ¹	Fish & Game Lands	State Parks	Local ¹
Columbia	---	16,357	300	N.A.	1,160	---	203
Juniata	17,337	6,541	---	N.A.	---	---	40
Mifflin	57,364	534	250	N.A.	---	---	47
Montour	---	1,471	---	N.A.	---	---	71
Northumberland	---	9,245	---	N.A.	---	30	2,512
Snyder	28,683	2,500	500	N.A.	710	---	1,180
Union	57,766	565	645	N.A.	---	---	3
<hr/>							
Region Seven							
Total	161,150	37,213	1,695	---	1,870	30	4,056
<hr/>							
Acres/1,000							
Persons ²	---	---	5.9	---	---	5.9	14.0

N.A. - Information not available

1. - Statements of interest submitted by local government units under PROJECT 70

2. - 1960 Census and State Planning Board's 1980 projections.

H. Public Health

Major Health Problems

Most of the septic tank health problems of Region Seven are caused by the hardpan soils found in abundance in this area. Clay and shale, which do not allow sewage to percolate through the soil, are causing seepage or surface flows into many small streams. Though a few limestone valleys also exist, ground water pollution in these areas has not yet become a serious problem because few people yet live in these areas.

Because of the relative isolation and small population of many Region Seven communities, the financing of sewers and water facilities places a great economic burden on the inhabitants. Though Federal financial assistance is available to communities for paying up to 30 per cent of the cost of sewage treatment plants, the communities find it difficult to raise their 70 per cent share of the treatment plants' cost as well as 100 per cent of the cost of providing the collection system.

The following table will give some idea of how few people are now served by sewers and/or sewage treatment plants in Region Seven.

Region Seven - Sewage Treatment, 1965

County	Population	Population Served By Sewers	Population Served By Treatment	% Pop. Without Sewers	% Pop. Without Treatment
Columbia	52,798	29,925	25,832	43%	51%
Juniata	15,595	2,615	1,765	83%	90%
Mifflin	43,064	19,800	16,000	54%	63%
Montour	16,561	11,000	11,000	44%	44%
Northumberland	95,681	78,300	33,000	18%	66%
Snyder	27,333	10,500	10,500	62%	62%
Union	27,725	14,900	14,900	46%	46%
Region Seven	278,757	167,040	112,997	40%	60%

Some communities with sewage collection systems still lack sewage treatment plants and discharge their untreated sewage directly into the streams. West Milton, Washingtonville Borough, and Allenwood are examples of such communities. West Milton is presently under citation by the Pennsylvania Department of Health to provide treatment for its sewage or appear in court.

The State Hospital located at Danville has just connected to the Borough system. Surrounding townships, impatient with the slowness of extending Danville's system are planning their own water and sewerage facilities.

Another area where a combined regional system could be of great benefit is the northeastern portion of Snyder County where the public water supply is badly in need of extension and improvement. In this area, Shamokin Dam Borough and the surrounding Monroe Township could combine forces to provide a single unified water filtration and treatment plant and distribution system thus eliminating duplicating systems and reducing the cost to the water consumer. However, present plans call for two independent systems for an area physically divided by no more than a three-foot-wide stream.

Surface water pollution resulting from acid mine drainage is another public health problem found in at least two areas of Region Seven. The eastern end of Northumberland County is within the anthracite belt and drainage occurring there reaches the Susquehanna River through various small streams. Above Berwick, the Susquehanna is again the recipient of large amounts of acid mine waste though some corrective programs have been instituted and additional measures are under study.

Air pollution problems have not been of great concern to State health authorities in Region Seven, although the more industrialized sectors such as Milton and Lewistown, periodically find themselves with smoke problems. The lack of large population concentrations and absence of a topography conducive to large accumulations of pollutants have been helpful in

keeping air pollution to a minimum. However, in spite of continuous corrective attempts by the local electric utility, the Sunbury steam generating plant's four large smoke stacks still emit sufficient fly ash on occasional wash days to arouse the ire of local housewives.

Fortunately, solid waste disposal has not presented many serious problems in this area due to low population concentrations. Nevertheless, landfill authorities are being formed and open dumps eliminated. Because of the poor percolation characteristics of a great portion of this part of Pennsylvania, some health officials have advocated county-wide incineration as a long-range solution. This would reduce the possibility of ground water pollution, a real danger in northeast Snyder County where a subterranean spring has been leading the soluble pollutant materials from an existing landfill and been carrying them into a nearby stream.

In less populated areas dumping is occurring wherever a convenient embankment exists. Planned dumping areas, together with dumping restricted elsewhere, are needed to prevent potential pollution problems from developing as the Region grows. Commercial dumping in abandoned strip mines is already rapidly coming under control as legislation now requires permission to establish such operation.

Existing and
Proposed Corrective
Programs

Few municipalities in Region Seven have adopted subdivision regulations requiring large lots in areas with poor soils for septic systems or capped sewers in suburban areas. Interest in this type of regulation seems to be growing as problems become more evident in the Region, particularly among the communities of the Susquehanna River Valley.

However, regional sewer and water systems still appear somewhat "visionary" to many of Region Seven's municipalities. Fragmentation of existing systems is taking place as the older municipalities fail to meet the needs of surrounding townships, who in turn subsequently create their own systems at a cost considerably above that of a combined operation..

I. Education Programs

School District
Consolidation

By July 1966, Region Seven will have reduced today's 23 school districts to 18 through consolidation. As a result, Juniata, Snyder and Mifflin Counties will each retain only a single county district. Though Mifflin County is appealing for retention of its existing three school districts, it is thought unlikely that this appeal will be sustained.

Although there exists a comparatively large number of school districts among the counties on the east bank of the Susquehanna River, virtually no consolidation has been proposed. Most of these districts already comprise a central borough surrounded by its more rural suburban townships. An exception is the town of Blossburg, which is located at the

20 21 22 23 24

25 26 27 28 29

periphery of its school district.

In cases like this, school children living in one district find themselves closer to a new school in another district, and resent being bussed longer distances to a more distant school in their own district. Consequently, there is an advantage in delineating school districts to consolidating township units around a central borough. This simultaneously achieves the goal of balancing the financial burden between urban and rural areas to even up the tax base per pupil. However, due to the small size of the urban centers of Region Seven, less differentiation in ethnic groupings, income and aspiration is apparent than is the case in larger cities.

School Site and Facility Planning

Within Region Seven, very little planning for future school sites has yet been undertaken. However, an opportunity for cooperation does exist between the newly formed Columbia County Planning Commission and the Columbia County School Board.

Although no specific mention is made of school site planning in the County Planning Board's "Prospectus", any long-range comprehensive view of potential county development is bound to be of great value to the school board.

Because school boards can purchase school sites more economically before residential development has occurred, the State provides local school districts with 50 per cent matching grants for advanced acquisition of school sites. Believing that they qualified for such assistance, the Juniata County School Superintendent and his staff prepared a master plan for future county school district development, as required under this program, and purchased a site. Though the County School Superintendent subsequently discovered that prior acquisition could not be reimbursed, his plan has proved invaluable in substantiating the advantages of locating the new Junior High School in the most rapidly growing northern half of the county.

Planning has also progressed on the establishment of an area vocational-technical high school for Juniata and Mifflin Counties. Though the agreement has been drawn up between the affected school districts, it has not been signed as yet. In Snyder, Union and northern Northumberland Counties, another area vocational-technical high school program is being discussed, but no site has yet been selected, nor inter-county agreement signed.

In the southern portion of Northumberland County where the declining coal industry has placed great emphasis on retraining unemployed coal miners, Trevorton and Shamokin have long had individual technical training programs. Within the last two years, both of these communities have decided to combine their individual programs into one large program. In Montour and Columbia Counties, an area vocational-technical school will serve both counties and be located on a 24 acre site adjoining the Central Columbia Joint High School near Blossburg. By August 15th, all school districts wishing to join this endeavor will have to sign their agreements or affiliate with other technical school associations, such as the Williamsport

Area Technical School that already draws many students from the northern part of Region Seven. As with most districts in the State, the new vocational-technical high schools in Region Seven will be administered by the several County Superintendents, as part-time schools coordinated with existing general school programs.

Higher Education

Three major institutions of higher learning are found in Region Seven. Bloomsburg State College, Bucknell University at Lewisburg and Susquehanna University at Selinsgrove. The State College at Bloomsburg had 2,492 students in the fall of 1964, compared to Bucknell's 2,669 and Susquehanna's 1,077. Each of these liberal arts institutions is planning ahead for increased enrollment, with the State College planning for a 3,000 enrollment by 1970. In addition, Snyder, Northumberland and Columbia Counties are planning to provide their own Community Colleges, in anticipation of an increased demand for a college education.

J. Transportation Planning

Existing Highway System

The major highway routes found in Region Seven follow the Juniata and Susquehanna Rivers that cut through the mountains and provide access to this rugged portion of Central Pennsylvania. U. S. Routes 22 and 322 follow the Juniata River from Amity Hall to Lewistown where Route 322 bypasses Lewistown on a new four-lane limited access highway before crossing the mountain to State College, while Route 22 continues along the Juniata River to the west. North-south access in the Region is provided by U. S. 15 that connects Harrisburg with Williamsport. At Northumberland, a bridge connects U. S. 15 with U. S. Route 11 which follows the North Branch of the Susquehanna River to the Wilkes-Barre-Scranton area.

By contrast to the river routes, U. S. Route 522 runs through the western portion of Region Seven traversing one of the long valleys from its southwestern tip (where it intersects U. S. Route 22) to Selinsgrove Borough on the Susquehanna River. With the advent of huge earth moving machinery, it has become economically feasible to cut and provide sufficient fill to create high speed highways with gradual turns and low gradients, even in rough terrain. Such a facility is the Keystone Shortway, a four-lane limited access interstate highway, with a wide medial strip, which will bisect the northeast quadrant of Region Seven. Even though the whole shortway system is not scheduled for completion before 1968, one-third of the Shortway in Region Seven is already completed and the rest, to the east of Danville, is under construction. When this segment is completed by the end of 1966, one will be able to travel from Milton eastward all the way to the New Jersey border.

Because construction contracts have not as yet been awarded for the segment of the Shortway west of the Susquehanna River, (Union County)

that portion will probably not be completed until 1967. While construction work continues on the Shortway, intersecting north-south Route 15 is being upgraded to a limited access facility in northern Union County. This improvement, coupled with the new unlimited access route between Shamokin Dam Borough and Lewisburg will cut travel distance between Harrisburg and Williamsport.

Highway Improvement
Proposals

Under the Six Year Highway Improvement Program, adopted by the State Highways Commission in July of 1965, it is proposed that the Juniata River, Route 322-22 access highway, already complete from Amity Hall to Newport, and under construction from there to Millerstown, be extended to Lewistown.

From Lewistown, U. S. Route 22 will be improved all the way to the Pittsburgh Metropolitan Area with Federal Appalachian funds. This new east-west highway should be a tremendous help in ending the isolation of south-central Pennsylvania, and a particular advantage to Juniata and Mifflin Counties in Region Seven. Better access to the Shortway from Harrisburg would also be made possible by extending existing improvements to U. S. Route 322 from the Lewistown bypass to the State College and Bellefonte area of Centre County. A new section of this highway is already being proposed in the Seven Mountains area around the new Lewistown Borough water reservoir which would eliminate several of the sharp curves found here.

Additional improvements in the Six Year Improvement Program include: bypasses around such urban centers in Region Seven, as: Selinsgrove, Sunbury, Danville and Berwick; a 3.2 mile, four-lane divided highway, which would extend the improvement of Route 15 from West Milton, south to Lewisburg; and a four-lane 15 mile divided highway connection between Route 220 in Lycoming County and the Shortway near Milton. The latter route is part of the Appalachia Development Highway proposal for improvement of Route 220 all the way from the Maryland State line in Bedford County, north around Lock Haven and Williamsport to the Shortway in Northumberland County.

Effect of Future
Regional Development

Unfortunately, later Appalachian proposals to extend this route south through Sunbury, and the anthracite communities of Shamokin and Mount Carmel, to link these with the Anthracite Expressway (Interstate 81) in Schuylkill County have been rejected for inclusion in the initial phase of the

Appalachia Development Program. At the present time, poor roads in this area, coupled with rough terrain, make this hard coal belt fairly inaccessible to both local inhabitants wishing to commute out of the area and new industries wishing to move in.

The Keystone Shortway in the northern part of the Region will pass through the area of most rapid population growth in the Region. With two interchanges in Northumberland, one in Montour, and four in Columbia County, the form of future urban development will be changed from today's characteristic strip development along U. S. Route 11 towards a more concentrated cluster around each interchange. To guide development in the vicinity

of these interchanges, Columbia and Montour County Planning Commissions are now preparing zoning ordinances to be submitted to their respective County Board of Commissioners for public hearing and adoption. Though Northumberland County has a Planning Commission, it is not making any plans at the present time for controlling development of the two Shortway interchanges which are located in this county.

It is particularly important in this mountainous region that level sites at these interchanges be reserved for future commercial and industrial use. Zoning is one method of retaining such land. However, at the critical Route 11 interchange with the Keystone Shortway in Columbia County, such land use controls have come too late. At this interchange, the contractor building this segment of the Keystone Shortway has destroyed the development potential of the adjoining 40 acres of level land by using this site as a 30 foot-deep borrow pit source for highway fill.

While the strict access control features of the Keystone Shortway will encourage concentrated urban development at a limited number of interchanges along the West Branch of the Susquehanna, the absence of such controls along Route 15 has already caused a proliferation of roadside commercial development all along the west bank of the river in Union and Snyder Counties. Though Route 15 is being improved to a limited access highway between White Deer and West Milton (which it nearly cuts in half), the rest of the route permits unlimited access to all abutting land owners. The loss of highway efficiency such multiple access can induce is best illustrated by the history of an earlier improvement to Route 15 between Selinsgrove and Shamokin Dam Boroughs. At first this unlimited access highway consisted of three lanes with a 50 mile an hour speed limit. As strip commercial development spread along both sides of this highway, a new lane was added, but the increasing traffic hazards of turning movements soon forced a reduction in the speed limit to 40 miles an hour. The more recent extension of this segment of Route 15 improvement, a new four-lane divided highway between Shamokin Dam Borough and Lewistown, also incorporates this feature of unlimited access. Already, junk yards, gasoline stations, industrial, general commercial and residential uses are springing up on both sides of the highway and sometimes between the two lanes where the wide median strip has remained in private ownership.

It is difficult to reconcile the scenic beauty which is associated with Route 322-22 along the Juniata River with the ugliness and traffic handling inefficiency which has been designed into Route 15 along the Susquehanna, nor understand why the sympathetic, harmonious conjunction of town and highway achieved at Liverpool could not have been repeated at West Milton.

Undoubtedly, a part of the problem has always been the pressure exerted on the highway builders to scatter highway improvements all over the State. This has resulted in the piece-meal highway planning which has proved so unfortunate in Union and Snyder Counties. The Six Year Improvement Program recently initiated by the State Highway Commission will permit highway systems to be planned and programmed for development over longer periods of time. This should result in better highway design and more attention to access control. With the guidance of the Highway Department's Bureau of Advanced Planning, highway design is no longer merely a matter of engineering, but today includes economic analysis, scenic preservation,

regional development and urban design. However, none of these goals can be effectively defined without some local forethought in the form of regional and county plans. The lack of such planning is one of the most serious deficiencies in Region Seven.

K. Central City Planning

Central City Development Trends

Though none of the urban centers of Region Seven are over 14,000 population, they share with the larger central cities of other areas of Pennsylvania the same problems of declining population, loss of jobs and municipal tax base and deteriorating housing without enjoying the larger Cities fiscal capacity to support their own permanent professional planning and redevelopment staff. One experience many of these communities share with larger cities is that of traffic congestion on Main Street and the need to divert some of today's regional traffic around the downtown area, while at the same time making each of these communities more accessible to its own regional rural market.

In Lewistown, the new Route 22 will cut through the southern limits of the Borough, providing better regional access to the largest single employer in the area, (The American Viscose Plant) and creating opportunities for additional motel development. In Selinsgrove Borough, a Route 15 bypass will take heavy traffic off of the main business street. Bypasses around Milton (U. S. 147), Sunbury (connecting Routes 147 and 61) and Berwick (U. S. 11) will perform similar functions. In Danville, an improved Route 54 will carry traffic into Danville Borough.

Most of the larger urban centers which have grown up along the major Susquehanna and Juniata Rivers transportation routes are today declining in size due to the exodus of population to the suburbs. While this is true for the larger boroughs and cities in Region Seven, the smaller boroughs have continued to grow mainly because they still retain some vacant land. Due to recent annexations of large parcels of farm land, Selinsgrove Borough now has additional area for expansion. It is the exception to the general rule that even these smaller urban centers are usually surrounded by growing suburbs. In Montour County, the Borough of Danville and its surrounding townships have talked about consolidation for the past six years without as yet taking any action.

Region Seven - Central City Development Trends

Urban Trends	Berwick	Urban Centers			
		Bloomsburg	Lewistown	Shamokin	Sunbury
1960 Population	13,353	10,655	12,640	13,674	13,687
1950-1960 Population Change	-4.7%	+0.2%	-9.0%	-19.0%	-12.1%
Deteriorating and Dilapidated Housing, 1960	18.4%	25.2%	16.2%	10.2%	15.4%
Real Property Change 1960-1964	-10.4%	+1.6%	-0.4%	-3.2%	-0.8%
Manufacturing Jobs 1957-1964	- 6.2%	-0.6%	-12.9%	+20.3%	+22.3%
Retail Sales 1958-1963	+14.2%	+14.2%	+20.8%	+8.9%	-0.6%

Note: Regional Central City population declined by 6,977 between 1950 and 1960, and deteriorated and dilapidated housing averaged 16.5% of all housing units in 1960. Real property values declined between 1960 and 1964 by \$5.1 million. While there was a loss of 740 manufacturing jobs in Berwick, Bloomsburg and Lewistown between 1957 and 1964, there was a gain of 1,054 jobs in Shamokin and Sunbury. Retail sales increased by \$13.9 million between 1958 and 1963.

Among the many problems confronting these urban centers are the welfare services required by their relatively high proportions of lower income and aged population, and, in some cases, the problems of deteriorating housing. It is apparent that the two communities with the largest proportion of rental housing, Bloomsburg (49%) and Berwick (33%) also have the highest rates of deteriorated and dilapidated housing in the Region.

As a reflection of the decline of housing in these urban areas, real property values have been falling in each of the five centers cited except Bloomsburg, where new housing and stores have been added to cater to the expanding State College student enrollment. The largest decline in real value between 1960 and 1964 occurred in Berwick where the largest employer in the area (The American Car and Foundry Corporation) moved out of the community in 1961 setting off a decline of almost \$4 million in real property values. At that time nearly 1,500 jobs were lost, but since 1961 approximately 800 jobs have been gained back resulting in a remaining net deficit of around 700 jobs.

Manufacturing jobs in Shamokin and Sunbury have also increased recently due to the effective industrial development efforts of these two centers of declining population. Of all Region Seven communities, only Sunbury experienced a decline in retail sales between 1958 and 1963. This has been a result of the rapid growth of retail establishments on the west side of the Susquehanna River which is catering to an ever increasing number of Sunbury's residents. Retail sales in Lewistown have increased the most during this period due to the fact that the Borough serves as a commercial center for most of Mifflin and Juniata Counties. However, this may be changed because a new shopping center proposes to locate in the suburbs if it cannot get a large tract of land inside the Borough for its shopping center site. The problem is that the site preferred is now used as a playground which the Borough would like to retain in recreational use and which they intend to purchase under the State and Federal Open Space Programs.

Planning and Redevelopment Programs

Though most of the urban centers of Region Seven have municipal planning commissions, they do not have paid staff. The Boroughs of Lewistown, Sunbury and Danville have employed planning consultants to prepare comprehensive plans for them.

Similarly, the town of Bloomsburg (the only town in Pennsylvania) and the Cities of Shamokin and Sunbury have also hired planning consultants to prepare their comprehensive plan for them. In 1962, Lewistown had its former comprehensive plan updated while Bloomsburg, Shamokin, Sunbury and Danville will have their new comprehensive plans completed during 1965. The same planning consultant, Clifton E. Rodgers and Associates of Harrisburg, has been involved in preparing each of these plans.

In the Shamokin area, the same consultant prepared comprehensive plans for the City's suburban Zerbe, Ralpho and Coal Townships, thus coordinating planning efforts in this area. Another consulting firm, Bellante and Claus, has prepared comprehensive plans for an additional five municipalities in the hard coal area which have united in a single regional planning organization, The Lower Anthracite Valley Regional Planning Commission. Although both Montour and Northumberland Counties have County Redevelopment Authorities, only the former has acquired a staff, consisting of an Executive Director and a part-time Secretary. Because the authority existed many years without a staff, it is only now reaching the execution stage of its first project. This project is located in the Borough of Danville and consists of 33 acres of dilapidated housing. Plans call for redeveloping this site for commercial use, off-street parking and some residential uses. The project will include the coordinated relocation of Mahoning Creek, re-routing of State Route 54, and provision of a park strip between the highway and the new river bed.

Mifflin, another county with a redevelopment authority, has just hired its Executive Director and a Secretary. With the efforts of this staff, supplemented by the services of the Clifton E. Rodgers Firm (as in Danville) the authority hopes to move quickly into the final planning of a ten acre project in the central business district of Lewistown Borough. Preliminary plans call for the clearance of commercial and residential structures for expanded commercial uses and additional off-street parking.

To provide additional public housing capacity needed by those who will be displaced by the Lewistown and Danville projects, 60 units for the elderly and 60 units for the low income groups of all ages are now in the final stages of planning in Lewistown. This will also provide an opportunity for Lewistown to replace its 54 units substandard "temporary" World War II housing. Federal approval for an additional 120 units of public housing is being sought at the present time. In Danville, a public housing program preceded the urban renewal program with 60 public housing units, some of which were planned for the elderly. Recently construction has begun on 54 additional public housing units in the Borough.

Central City Program Evaluations

Because most of the urban centers of Region Seven still lack public housing, redevelopment authority or city planning commission staffs, little progress appears to have yet been made in combating structural obsolescence, traffic congestion, and decline in population, jobs and tax base. Even

Lewistown and Danville Boroughs which are making the greatest efforts in redevelopment find it difficult to attract new private investment.

To improve their tax base, Danville Borough proposes that the 95 acres of farm lands owned in their Borough by a State Mental Institution be sold to the local industrial development corporation. This land is level, located near utilities and ideal for industrial development. The Borough contends that the State could replace these farm lands elsewhere fairly cheap to serve the rehabilitation needs of the State Institution's inmates.

Due to the small size and limited financial resources of urban centers of Region Seven, more emphasis will have to be placed on regional planning and development programs. Sometimes such programs can be achieved through voluntary municipal cooperation, but the strongest financial unit, and most appropriate responsible political body for carrying out area-wide planning is the county, or a regional multi-county commission.

L. County Planning Programs

County Planning Programs

A step in the direction towards larger area planning units was made in 1962 when the Columbia County Planning Commission was established. Since this time an Executive Director, Secretary and Draftsman have been hired and a county planning program has been initiated. Prior to starting their planning program, Columbia County explored the possibility of a two-county planning operation with adjoining Montour County. However, due to the historic friction between these two counties, the proposed regional program did not materialize. Though Montour County did not choose to participate with Columbia County, they did establish their own planning commission during the summer of 1964. Soon afterwards they hired the planning consultant firm of Clifton E. Rodgers and Associates to make a land-use plan and zoning ordinance for Valley Township which surrounds the site of their only Shortway interchange. At the present time, Montour County's Planning Commission has held public hearings on its proposed zoning ordinance and is now ready to submit it to the County Commissioners for their public hearing, review and (hopefully) adoption. The zoning ordinance contains four zones: highway commercial, interchange commercial, residential and industrial covering the area within a two and one-half mile radius of the Mausdale (Danville) Interchange. The rest of the county (except Danville which already has a zoning ordinance) would be zoned for general agricultural use and require a minimum lot size of 20,000 square feet and a seventy-five foot set-back from the center line of the major roads.

Simultaneously, abutting Columbia County is preparing its own county zoning ordinance designed to guide future development in a strip of land extending through the southern portion of the county, including the urban areas along the Susquehanna River, where over two-thirds of the county's population lives, and both sides of the new Shortway. Within this area, the County Planning Commission will propose appropriate land use zones and restrictions to provide for orderly development. Columbia County's Planning Commission is now completing the preparation of its zoning ordinance and hopes to submit it to the County Commissioners for a public hearing and the Commissioner's approval sometime in the late fall of 1965. At the present time, the small county staff is laboring furiously to meet this deadline.

Prior to undertaking its zoning program, a great deal of time is being spent developing a "Planning Prospectus" for the county and an administrative guide. In the published "Planning Prospectus" a review of past development trends and planning problems was made with proposals for undertaking appropriate planning studies to provide the solutions to those problems. Utmost importance was attached to the need for zoning controls around

the four Shortway interchanges in the county and this problem was given highest priority in the County Planning Commission's Work Program. However, prior to this time, the county planning staff also prepared an administrative guide setting forth the purpose, powers and general responsibilities of the County Planning Commission as interpreted under State enabling legislation.

Of the remaining counties of Region Seven, only Northumberland and Union Counties have established planning commissions. During January 1965, Union County established its planning Commission, while Northumberland's Planning Commission dates back to 1964. Neither of these planning commissions have planning staffs though Northumberland is now looking for an Executive Director to start its planning program.

Evaluation of Planning Programs

While county planning has become fairly well established in the eastern part of Region Seven, the western part remains, with the exception of Union County, untouched. Even though attempts to create a regional planning commission between Montour and Columbia Counties has failed, similar attempts elsewhere in the Region should not be overlooked. As a large portion of Juniata County's work force is employed in Mifflin County, and communication between these two counties is good, some effort should be made to promote a coordinated regional planning program for both counties. The fact that a combined industrial development program, including both counties, is currently being considered adds impetus to the need for a parallel coordinated joint planning program. Similarly, Snyder and Union Counties have many common interests and characteristics and should therefore think also about a combined regional planning program. It is, indeed, unfortunate that Montour, Pennsylvania's smallest county, with one of the smallest populations, should choose to go its own independent way in planning. However, there is still one avenue open for future regional cooperation. If Northumberland County moves into an active planning program, it could, perhaps, entice Montour County to join with it in a joint regional planning program and thus succeed where Columbia County failed. If this were to occur, Montour County would be able to receive technical planning services from a planning staff that it could not otherwise afford, operating alone. Northumberland County would also benefit from some sharing of costs but more still from rounding out its narrow panhandle extending northward along the Susquehanna River into a rectangular region that could be more logically planned.

Even though county planning in Region Seven is in its formative stage, Columbia County is to be commended for its approach. In its program, Columbia County's Planning Commission is attempting to identify its basic development problems and then to orient its planning program towards solving these. Perhaps the only subject not reviewed in their own reconnaissance "Prospectus" is the goals and accomplishments of the county's tourist and industrial development programs. This is unfortunate, because a partnership between short-range planning and development agencies and longer-range county comprehensive planning could provide better coordination and effectuation of county planning and development programs.

One area in which this form of partnership has recently been suggested is within the Susquehanna Economic Development Association. A September meeting of professional planning, development and private utility members of this group, proposed that the Association's executive membership be broadened to include county planning directors, county economic development directors and county commissioners, and that S.E.D.A. establish a permanent technical planning and development staff supported by member counties' public funds. It is anticipated that with the assistance of Appalachia Program or Economic Development Administration funds, this staff would undertake the preparation of a sketch plan for the economic and physical development of the entire stretch of the Susquehanna Valley from southern Northumberland to Clinton County on the West Branch and Columbia County on the North Branch. No one anticipates that this program could become a substitute for county or bi-county planning commissions. What is hoped is that it might provide a unifying framework within which each constituent member might relate their own programs to the development of the whole valley.

REGION SEVEN INTERVIEWS

COLUMBIA COUNTY

William Kemler	Secretary, Bloomsburg Area Industrial Development Association
George McKelvey	Planning Director, Columbia County Planning Commission
Carl Spangler	Executive Director, Berwick Chamber of Commerce

JUNIATA COUNTY

Beaver Faust	Superintendent of Schools, Juniata County
Walter McCahan	Assessor, Juniata County
George Settemeyer	Secretary, Juniata County Development Commission

MIFFLIN COUNTY

John Akers	Work Unity Conservationist, Soil Conservation Service
Bruce Clifford	Borough Manager, Lewistown
D. DeArment	Assessor, Mifflin County
William Tipton	Secretary, Mifflin County Industrial Development Corporation

MONTOUR COUNTY

William Andes, Jr.	Assessor, Montour County
William Booth	Executive Secretary, Danville Chamber of Commerce
Harold Fisher	Executive Director, Redevelopment Authority, Montour County

NORTHUMBERLAND COUNTY

Frank Burd	Assessor, Northumberland County
Charles Duffy	Chairman, Tourist Committee, Central Susquehanna C. of C.
Robert Duncan	Secretary, Shamokin Area Industrial Corporation
Roland Harbeson	Secretary, Milton Area Industrial Development Association
Earl Snyder	Exec. Secretary, Central Susquehanna Chamber of Commerce
Dr. Guido Varano	Secretary, Mt. Carmel District Industrial Fund

SNYDER COUNTY

A. J. Emery	Assessor, Snyder County
S. G. Ranck	Director, Selinsgrove Area Industrial Development Corporation
Stanley Saylor	President, Beavertown Development Corporation

UNION COUNTY

Robert Brouse	President, Susquehanna Economic Development Association
J. B. Deans	Manager, Union County Tourist Promotion Agency
R. R. Finkle	Assessor, Union County

REGIONAL PERSONNEL

C. V. Bubb	Labor Market Analyst, Bureau of Employment Security
John Durr	Sanitary Engineer, Pennsylvania Department of Health
John Huber	Labor Market Analyst, Penna. Bureau of Employment Security
Steve Hurtack	Regional Co-ordinator, Area Redevelopment Administration
Jack Winters	Supervisor, Pennsylvania Department of Health Regional Office

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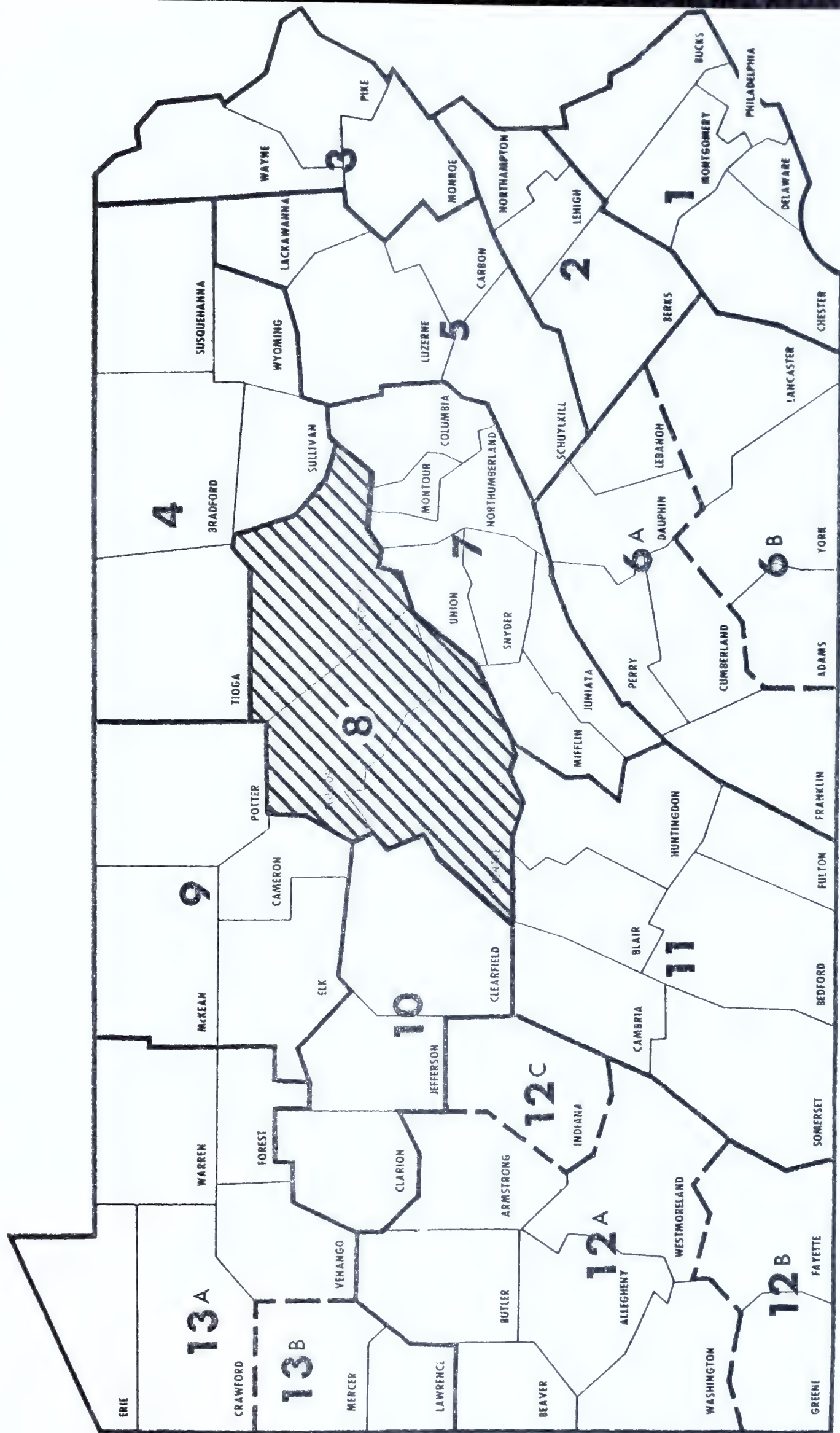
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REGION 8

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Appendix

Field Interviews Schedule
Selected Bibliography

NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION EIGHT

A. Regional Setting

Common Characteristics of Region Eight

Region Eight consisting of Centre, Clinton and Lycoming Counties, is part of two physiographic regions: the heavily forested Appalachian Plateau to the north and west and the farmlands of the Ridge and Valley Province to the southeast. The steep escarpment of the Allegheny Front cuts northeast to southwest through the Region, confining the greatest amount of development to the eastern more accessible portion of Region Eight where the fertile eastern valleys are broad and adaptable to extensive settlement.

As the mountains in the Ridge and Valley Province run northeast and southwest, transportation routes have historically followed this pattern. Thus the major traffic artery of Region Eight developed along the Bald Eagle Valley and West Branch of the Susquehanna River (Route 220) connecting the growing urban centers. In Centre County, a secondary parallel valley route (Route 64) through Nittany Valley links the expanding urban communities of State College and Lock Haven. So, due to the barriers to the northwest and southeast, communications have developed along the valleys following the base of the mountains, tying the otherwise diverse Region together.

The West Branch of the Susquehanna River was also a historical artery of communication because it and its tributaries drain most of Region Eight. During the early settlement era in Clinton and Lycoming Counties, the lumbering industry prospered, using the West Branch of the Susquehanna to transport the timber cut in the upper reaches of these two counties to saw mills in Williamsport. The City of Lock Haven, named for the locks once found on the Susquehanna at that location and the overnight haven offered to the timber raft crews, dates its origin to the historic lumbering enterprise that once flourished here. Like Lock Haven, other urban centers grew along the Susquehanna River to service the logging crews coming down-stream to saw the timber into lumber, and to provide wholesale and retail distribution points for materials destined for smaller communities up-stream.

In the rich limestone valleys of southeastern Lycoming, southern Clinton and eastern Centre Counties, similar patterns of dairy farming and rural villages developed during the early settlement era creating a closer feeling of common interest between the southern and eastern portions of Lycoming, Clinton and Centre Counties, than between the eastern and western portions of each County. Later, industry located in these valleys with emphasis on the manufacture of transportation equipment, apparel, textiles, and primary metals.

The Allegheny Front also offers scenic beauties and recreation development potential, such as the case north of Lock Haven where the

Susquehanna River emerges from the high Plateau country, a rugged and densely forested area, which offers some of the most scenic environment found anywhere in the State.

Relationships to
Surrounding Regions

Ninety per cent of the labor force is employed within the Region because few jobs are available outside Region Eight within reasonable commuting time. Those that do commute from the Region to jobs outside, probably work in Northumberland and Union Counties, traveling to these jobs via U. S.

Route 15, while others living in Bald Eagle Valley commute to jobs in Tyrone and Altoona via U. S. 220.

Natural Resources

Mineral resources are somewhat limited and center around the limestone and coal deposits located within the Region. Centre County is the leading lime producer in the State and the western part of the County is situated on the periphery of the great bituminous coal fields. All coal is mined

by stripping operations. As a result of this mining activity, the West Branch of the Susquehanna is polluted by mine acid above Lock Haven as are streams in much of the western portion of the Region. The pollution causes numerous fish kills that cast a stigma upon the Region and make tourist and recreation promotion more difficult.

Seventy-five per cent of the Region is in forests and at one time the northern portion, especially Lycoming County, had an important timber industry. Today furniture making is still significant in the County. Large tracts of State forests exist in all three counties and provide the basis for the Region's recreational economy. In addition, numerous reservoirs for flood control and recreation are currently proposed or have been constructed throughout the Region. The area abounds in State Parks and picnic areas making use of the area's greatest single asset - its scenic environment.

While a significant amount of above average limestone soils are located in the valleys of the southern portion of the Region, agriculture has been handicapped by the relative inaccessibility of markets. The agricultural lands along the Susquehanna, below Williamsport, and along the Nittany Valley of southeast Centre County appear to have the best prospects of future growth in production, as new highways link this Region more closely with the large urban population of southeast Pennsylvania.

Effect of
Environment on
Future Patterns
of Development

Topography has, in the past, greatly influenced development in the Region. The linear settlement pattern along U. S. Route 220 and along the West Branch of the Susquehanna River will continue to prevail because expansion to the northwest and southeast will be hindered by the topography.

Minor growth can be expected in some of the southern valleys and in the Susquehanna lowlands in the eastern portion of the Region, while out-migration will continue in the northern plateau area.

The distance from major urban centers and the relative lack of accessibility have been factors impeding substantial growth within the Region. The future of these counties will be dependent upon their ability to induce new industries. The new Keystone Shortway should stimulate some growth near its interchanges and with the planned improvement of U.S. 220 and U.S. 15, easier access to some of the now distant urban centers will be provided.

In the southern portion of the Region, State College and the University will continue to dominate Centre County where service related employment is high, and a growing electronics industry is closely associated with Penn State's research facilities and personnel.

Agriculture and mining will remain relatively insignificant within the Region. However, a recreation potential does exist in the northern and western part of Region Eight but recreational planning and new facilities are required in order to capitalize upon scenic quality of the area.

B. Population Trends

Over-all Regional Growth

With 2 per cent of Pennsylvania's population and 7 per cent of the State's land area, Region Eight's 235,000 residents (1963 estimate) share with adjoining regions the advantages of a spacious, uncrowded environment. But unlike its Appalachian neighbors, Region Eight also exhibits all the signs of being a major mid-state growth Region. Throughout the 1940-1963 period, the Region's population has been increasing at a steady rate of 11 per cent - 13 per cent per decade, compared with a State-wide increase of only 6 per cent - 8 per cent during the 1940's and 1950's and 3 per cent decennial rate so far in the 1960's.

While all three counties have shared in this increase, the most rapid growth has occurred in Centre County, 40 per cent of whose gains during the 1950's were attributable to increased student enrollment at Penn State. A special census of State College shows a further gain of 5,000 for this Borough between 1960-1964. Although some of this change is the result of recent annexations, the growth of the University student body and faculty continues to be a major influence on both the county and regional population totals.

Although Region Eight has experienced moderately rapid growth, the increase in local employment has not quite kept pace. Between 1940-1960, there was a net out-migration of slightly more than 9,000 people, about 20 per cent of the Region's natural increase in population. Inter-censal estimates for 1963 indicate that, perhaps for the first time since the "back-to-the-farm" movement of the 1930's, Region Eight is now experiencing a slight in-migration from surrounding areas. Considering the chronic heavy out-migration and loss of population experienced by adjoining regions to the east, north and west, Region Eight's ability to sustain its own oncoming generations and even supply some measure of haven for others makes it a star performer among the otherwise depressing Appalachian problem areas.

Locational Trends in
Regional Growth

In spite of its vast area of more than 3,000 square miles, most of Region Eight's population is concentrated within a relatively narrow linear corridor extending up the West Branch of the Susquehanna past Williamsport to Lock Haven and then southwestward through Centre County's parallel Nittany Valley and Bald Eagle Valley to State College. Had the present regional growth been taking place during the preceding generation, each one of these 25,000-50,000 population boroughs would almost surely have captured much of this increase to gain the status of independent standard metropolitan area centers. Under the motorized decentralizing influences of the 1950's and 1960's, most of this growth is, instead of spreading out to fill the interstices between these cities, along highway Routes 220 and 64. Because of the presence of the steep Appalachian escarpment to the north of this corridor in Lycoming and Clinton Counties and to the west in Centre County, future growth is not expected to differ markedly from the present pattern.

Prospects for future
Growth

If current trends, indicated by 1963 intercensal estimates, continue for the rest of the decade, Region Eight's population could increase by as much as 28,000 between 1960-1970, compared with a gain of 22,000 during the 1950's, and a projected gain of only 20,000 for the 1960's, previously calculated for the State Planning Board by Temple University. Each of the Region's three counties are sharing in this accelerated growth but Centre County continues to outpace Clinton and Lycoming.

While much of Centre County's growth continues to depend upon the expansion of Penn State, the growing industrial and research employment of the Bellefonte and State College areas promises a more balanced future economy for this County. The completion of the Keystone Shortway and upgrading of existing Routes 220 and 15 should improve Region Eight's accessibility very considerably and thereby add still further stimulus to future economic and demographic growth.

Planning
Problems

Geography will continue to shape the form of future urban growth in a linear pattern, but the quality of this environment will depend upon the effectiveness of local and regional planning. With a new high speed, limited-access Route 220 linking all communities along this corridor, each municipality will gain the potential diversity of employment, shopping, recreation and educational facilities normally available only in larger centralized metropolitan areas, while retaining ready access to the nearby Appalachian Plateau at their back door and Susquehanna River at their front for outdoor recreation. This could approximate an almost perfect geographic setting for contemporary life, or it could equally well develop

into the most depressing case of urban sprawl and destruction of river-front potential imaginable.

REGION EIGHT POPULATION SUMMARY
COMPONENTS OF GROWTH
1940 - 1970

<u>Item</u>	<u>1940-1950</u>	<u>1950-1960</u>	<u>1960-1970*</u>
Natural Increase per Decade	20,127	28,331	27,580
Net Migration per Decade	- 2,778	- 6,468	+ 310
Total Change per Decade	22,905	21,863	27,890
Per Cent Change per Decade	12.7	10.7	12.4

* Estimates based on 1960-1963 trends.

REGION EIGHT COUNTY POPULATION TRENDS AND PROJECTIONS
1940 - 1970

<u>County</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1963</u> <u>(estimates)</u>	1970 (Projections of 1960-1963 trends)	1970 (Temple Projections)
Centre	52,608	65,922	78,580	83,965	95,150	89,499
Clinton	34,557	36,532	37,619	38,251	39,559	38,468
Lycoming	93,633	101,249	109,367	112,415	118,747	117,436
Region	180,798	203,703	225,566	234,631	253,456	245,353
State	9,900,180	10,498,012	11,319,366	11,425,000	11,644,396	12,262,662

C. Economic Trends

Characteristics of
Regional Economy

Manufacturing is the principal source of livelihood in Region Eight. In 1960, 36 per cent (29,626) of the employed labor force was so engaged, amounting to slightly less than the State average of 37.6 per cent. The greatest number of manufacturing employees (18,370) were located in Lycoming County. However, during the same year, services was the largest

single employer in Centre County where 42 per cent or 11,399 of the total county employment was engaged in the service industry, as compared to only 18 per cent (5,035) in manufacturing.

This made the service industry the Region's second highest employer, accounting for 25 per cent (20,785) of total employment which is high compared to the State's 19 per cent. For the Region, as a whole, there was also significant employment in retail trade (11,429) amounting to 14 per cent of total employment. Though agricultural employment has declined by 34 per cent since 1950 its 5.1 per cent of total employment in 1960 was still greater than the State's 2.9 per cent average.

Within the manufacturing sector, regional employment in transportation equipment, textile mill products and fabricated metals is proportionately, at least, 14 per cent greater than it is in the rest of the State, indicating a regional specialization in this type of manufacturing.

The transportation equipment industry is the largest regional manufacturing employer, employing 3,711 workers (12.8 per cent of total manufacturing employment) in 1963 with 1,880 jobs located in Clinton County and 1,831 in Lycoming County. By April, 1965, the Piper Aircraft Corporation in Lock Haven had increased the Clinton County total to 2,067, and the Lycoming Engine Division of AVCO in Williamsport raised the Lycoming County figure to 2,166, for a total two year gain of over 500 jobs. Because Piper Aircraft Corporation is the major customer of the Lycoming Engine Division of AVCO, there is a fear expressed locally that if Piper should ever curtail its production, the Lycoming Engine Division would also be seriously affected, and the whole Region suffer a severe economic setback. Several years ago, Piper opened a second major plant located in Florida, but continued to expand local production and employment.

As the second largest regional employer within the manufacturing sector, the apparel industry accounted for 12.8 per cent employment with 3,700 jobs in 1963. More than half of this employment was located in Williamsport, giving that City a high percentage of female employment. Textile mill products ranked third in total manufacturing (9.9 per cent) with the major center being Montgomery Borough in Lycoming County. Other significant manufacturing industries in 1963 were: fabricated metals, 2,677 (9.3 per cent); electrical machinery, 2,335 (8.1 per cent); paper and allied products, 2,199 (7.6 per cent); furniture and fixtures, 1,936 (6.7 per cent); and primary metals, 1,756 (6.1 per cent).

Because of Region Eight's geographic location and resulting poor access to large labor market areas, there is very little commuting to areas outside the Region. The Department of Internal Affairs estimated that in 1960, residents of Region Eight earned only \$3.8 million more than was paid out by regional employers (\$413 million). Within the Region, there is a sizeable net flow of commuters from Centre and Lycoming Counties to Clinton County (Piper Aircraft). In turn, 800 to 1500 people commute into Centre County to work in the State College area, many of these coming from Clearfield County, 15 miles west on U. S. Route 322.

Between 1949 and 1959, Region Eight's median family income increased 54 per cent (to \$5,184) compared to 45 per cent for the State (to \$5,719), thus narrowing the gap between the Region and State from a former handicap of 15 per cent to a more moderate 9 per cent. Within the Region, all three counties have had median family incomes below the State average. Lycoming led the Region in both 1949 and 1959, but experienced the smallest percentage increase over the ten-year period. Centre County experienced the highest rate of increase in this measure of "standard of living."

Unemployment and
Regional Growth
Trends

Traditionally, Region Eight has experienced less unemployment than the State with unemployment remaining below the State rate in 1950 and 1960. Within the Region, only Lycoming County experienced a rising unemployment rate between 1950 and 1960. In Centre County, the unemployment rate fell from 6.8 per cent in 1950 to 4.6 per cent in 1960, accompanied by a 24 per cent increase in the County's employment.

Undoubtedly, Centre County's unemployment rate has dropped more than any other County in the Region, due to the increase in size of the University and the recent growth of research-oriented corporations around State College. Present estimates place unemployment in Centre County at around 2 per cent of its labor force, compared to the 6 per cent unemployment rate found in the County in 1958. While the size of Centre County's work force has grown, it has not grown as fast as employment, thus providing an increasing number of jobs for commuters.

Bureau of Employment Security data show that in Clinton and Lycoming Counties, employment has increased by 3,600 jobs between 1958 and 1964, while unemployment has decreased by 3,100. As a result, the two-county unemployment rate has dropped from a 1958 high of 10.4 per cent to a 1964 low of 5.3 per cent. So in these two counties, as well as in Centre County, employment has increased at a faster pace than the work force, resulting in a diminishing pool of unemployed labor, increased commuting and in-migration from surrounding, less fortunate, regions.

Components of
Economic Growth

Between 1950 and 1960, the total number of employees residing in Region Eight increased 8.4 per cent, almost twice the comparable State gain of 4.7 per cent. Shown in the following table are six industrial sectors in which regional employment exceeded State growth rates between 1950 and 1960.

REGION EIGHT - INDUSTRIAL GROWTH SECTORS
1950 - 1960

<u>Industrial Sector</u>	<u>Increase in Regional Employment</u>	<u>Per Cent Increase for the Region</u>	<u>Per Cent Increase for the State</u>
Finance, Insurance, Real Estate	489	32.2%	29.1%
Services	5,326	34.4%	25.1%
Manufacturing	4,111	16.1%	9.5%
Communications	103	15.7%	8.8%
Retail Trade	981	9.4%	5.7%
Public Utilities	369	2.8%	1.7%

Source: United States Bureau of the Census.

Conversely, employment declined sharply in three other industrial sectors not shown above: Mining declined 53.8 per cent (899), transportation 34.5 per cent (1,850) and agriculture by 33.6 per cent (2,106). In other sectors, declines were moderate and generally followed Statewide trends.

Although manufacturing accounted for the greatest proportion of total regional employment, individual manufacturing industries have experienced different histories of growth and decline. The following table lists nine industries which experienced substantial growth or decline in employment between 1951 and 1963 and notes counties where these changes occurred.

The most conspicuous omission from this list is the Region's dominant transportation equipment industry which increased its employment by only 166 jobs between those dates. This figure is itself somewhat misleading since it is the consequence of Piper Aircraft's 1,200 increase in employment in Clinton County being very nearly offset by AVCO's decline of 1,000 in Lycoming County. As mentioned earlier, both firms have been expanding rapidly since 1963. Unfortunately, the increase in employment at Piper was more than counterbalanced by a loss of 1,900 jobs in electrical machinery as Sylvania Electric cutback its local production facilities there.

CHANGES IN MANUFACTURING JOBS IN REGION EIGHT
1951 - 1963

<u>Growth Industries</u>	<u>Employees</u>	<u>Counties Affected</u>
Non-electrical Machinery	+731	Lycoming, Centre
Textile Mill Products	+674	Clinton, Lycoming, Centre
Instruments	+214	Centre, Lycoming

<u>Declining Industries</u>	<u>Employees</u>	<u>Counties Affected</u>
Electrical Machinery	-1,549	Clinton, Lycoming
Fabricated Metals	- 996	Centre, Clinton, Lycoming
Stone, Clay and Glass	- 972	Centre, Clinton
Lumber Products	- 539	Lycoming, Centre, Clinton
Leather Products	- 462	Lycoming, Clinton
Apparel Products	- 338	Centre, Lycoming

Source: Department of Internal Affairs, County Industry Reports.

In order to determine whether regional economic trends departed appreciably from those of surrounding states, Region Eight's changes in employment between 1951-1963 were compared with comparable data for the entire four-state area of New York, New Jersey, Ohio and Pennsylvania. For purposes of this analysis, the "differential shift" was employed. The procedure used is illustrated in the following example. In the four-state area mentioned above, total employment in textile mill products decreased 42 per cent as many of these firms moved south. If Region Eight had followed the four-state trend, the Region would have lost 914 jobs in this industry. Actually, the Region experienced an increase of 674 jobs and the difference between the "expected" loss of 914 and the actual gain of 674 is termed a "differential shift" of 1,588 jobs toward greater specialization in the textile mill industry.

The "differential shift" towards greater or less regional specialization for eight industries is shown in the following table.

DIFFERENTIAL SHIFT IN MANUFACTURING JOBS IN REGION EIGHT
1951-1963

<u>Increased Specialization</u>	<u>Decreased Specialization</u>	<u>Number of Jobs</u>
Textile Mill Products		+1,588
Non-electrical Machinery		+ 760
Primary Metals		+ 526
Furniture Products		+ 343
	Electrical Machinery	-1,798
	Stone, Clay and Glass	- 714
	Fabricated Metals	- 651
	Leather Products	- 271

Because of the decline of the medium wage electrical machinery, fabricated metals and stone, glass and clay industries, the historic regional trend towards an upgrading of the industrial "mix" appears to have shifted in the direction of bi-polarization with increases in the proportions of both high and low wage industry employment. As Piper and AVCO expand their employment, Region Eight may face the twin problems of increasing dependence upon a single high-wage growth industry which is largely male-employing, without being able to round out its economy with an appropriate balance of medium-income employment opportunities for the rest of its labor force - male and female.

PROPORTION OF MANUFACTURING EMPLOYMENT IN
LOW, MEDIAN AND HIGH WAGE INDUSTRIES

Year	Low Wage (under \$5,000)	Median Wage (\$5,000 - \$6,000)	High Wage (over \$6,000)
1940	46.5%	34.1%	19.4%
1951	39.2%	39.6%	21.2%
1963	41.1%	12.4%	26.5%

Location of Economic
Problem Areas and
Growth

Generally, the areas of economic growth in Region Eight are confined to the same transportation corridor along the West Branch of the Susquehanna in Lycoming and Clinton Counties and Routes 220 and 64 in Centre County previously described in Chapter A. In 1960, there were 13 townships within the Region with rates of male unemployment exceeding 13 per cent. All of these were located outside this growth corridor, most of them in The Appalachia Plateau areas such as the coal mining districts of Centre County around Philipsburg or the northwestern area of Clinton County around Renovo, or the hill country of the southern and eastern extremities of Lycoming County.

In 1964, Williamsport remained the principal manufacturing center with more than one-third the Region's total manufacturing employment, but this dominance is gradually changing as industry decentralizes. Since 1957, Williamsport has lost one-seventh (1,700 jobs) of its manufacturing employment. The number of jobs in other parts of Lycoming County continue to grow as in Montgomery Borough, located in the extreme southeastern portion of the County, where the textile industry helped raise the Borough's employment by 453 jobs since 1961. Manufacturing jobs have also increased in the Boroughs of Muncy (up 204 since 1961) and Montoursville (up 280 since 1961).

In Clinton County, the City of Lock Haven accounts for 55 per cent of the County's total number of manufacturing jobs (3,537), a slight decline since 1957.

The two major factories in the Lock Haven area are the Hammermill Paper Company and the Piper Aircraft Corporation. Castanea Township, which adjoins Lock Haven and contains the Hammermill Paper Plant, provided 1,429 jobs in 1964. In addition, there are about 500 jobs in both Mill Hall and Pine Creek Township.

In Centre County, the recently established H. R. B. Singer Company, (an engineering research corporation) now hires 1,200 at their plant in the vicinity of State College, a three-fold increase from only 400 jobs in State College in 1961. In Spring Township, around Bellefonte Borough, the Cerro Copper and Brass Company now hires 1,300 employees and another 1,000 jobs in tobacco and apparel are located in Philipsburg. The research and electronic industry's existence in State College is primarily a consequence of the activities of the University's scientific community. With the introduction of Singer Company's financial and management resources, this extra-curricular speculation has begun to look very much like Region Eight's newest growth industry.

As this growth in electronics continues, State College is becoming less dependent upon Penn State as a single source of employment in the services field, and more likely to continue expanding economically, even if the University should stabilize at some future date. The Borough already ranks as the most dynamic growth center among the four scattered along the growth corridor of Route 220 from Altoona to Williamsport.

D. Agricultural Trends

Importance of Region's Agriculture Agriculture has rather limited economic importance in Region Eight since the Region's seven per cent share of Pennsylvania's total land area contributes only three per cent of the total State income received from sales of farm commodities. The Region's topography, generally mountainous in many sections, is not well suited for agriculture except along the Susquehanna valley and in the bottom lands lying southeast of Bald Eagle Creek. Moreover, the area's geographic location and resulting poor access to large urban markets greatly increase unit costs of transportation, and, in general, tend to reduce incentives for the development of export oriented agriculture. Because of these limiting factors, agriculture's five per cent share (4,165 workers) of total regional employment in 1960 was comparatively small and not significantly greater than the State wide three per cent average.

Not unlike State and national trends, total value of farm products sold continues to increase in spite of steady declines in the number of farms, farm employment and farm acreage. The 36 per cent regional production gains from \$15.8 million in 1949 to \$21.5 million in 1959, was somewhat greater than the comparable 30 per cent increase experienced by the State. Centre and Lycoming Counties' respective increases of 39 per cent and 35 per cent far exceeded the State's growth, while Clinton County experienced a growth slightly below the State's average. The location of most of the Region's

farm production was in Centre and Lycoming Counties whose combined sales of \$20.5 million in 1959 represented 86 per cent of the Region's total income derived from agriculture. These two counties also contained 86 per cent of the Region's farms and farmland.

In 1959, Region Eight's 3,208 farms comprised 3.2 per cent of the State's 100,052 farms and accounted for 4.2 per cent (492,962 acres) of Pennsylvania's 11.9 million acres of farmland. These ratios between Region and State had not changed appreciably since 1950. Thus, the importance of the Region's agriculture relative to total State agriculture neither increased nor declined between 1950 and 1959.

Because of the extensive areas covered by the Appalachian Mountains Plateau, Region Eight devotes a relatively small proportion of its total land area to agriculture. Only 15 per cent was being used for pasture and cropland in 1959, compared to the State's ratio of 28 per cent. Within the Region the proportion of such tillable land to total land area ranged from 7 per cent (41,000 acres) in Clinton County to 19 per cent (138,000 acres) in Centre County, with Lycoming running Centre a close second with 16 per cent (129,000 acres). However, 78 per cent of this tillable acreage was being farmed for crops, a more intensive farm land use (as contrasted with pasture) than the State's 71 per cent. In addition, another 185,000 acres of land owned by the Region's farmers, were in other uses, mainly farm woodlands, which rank as a significant secondary source of farm income in this part of the State.

Of all farm activities, dairying provides the greatest source of farm income in Region Eight. Sales of milk from the Region's farms totaled \$13.4 million in 1963, representing 57 per cent of the total regional farm income, and as much as 63 per cent in Centre County where nearly 50 per cent of the Region's milk was produced.

The sale of meat animals is the next most important source of regional farm income, accounting for another 15 per cent of farm sales, with beef as the principal product.

The third largest source of farm income is the sale of hay and grain products amounting to \$2.8 million or 12 per cent of total cash receipts. Generally these crops were grown in conjunction with livestock farming.

Though poultry farming is the least significant regional farm product, it did earn \$1.9 million (8 per cent of total income) in 1963, and approximately half of the Region's poultry products came from Lycoming County.

In conclusion, agriculture in Region Eight is clearly shifting towards dairying and away from poultry farming. This trend can be traced in the changing proportions of farm income between 1949 and 1963, with dairying increasing from 44 per cent to 57 per cent and poultry dropping from 16 per cent to 8 per cent.

Agricultural
Readjustment

Between 1950 and 1959, Region Eight experienced a 34 per cent decline in total number of farms or from 4,822 to 3,208 which was slightly greater than the 32 per cent decline experienced by the rest of the State. Seventy per cent of this reduction in number of farms occurred among farming units less than 100 acres in size. Many of these were consolidated into larger units since the number of farms over 220 acres actually increased by 7 per cent over the same period. An exception to this regional trend occurred in Clinton County where the number of farms in all size categories declined.

This tendency towards consolidation of small farms into larger units has resulted in a significant increase in average farm size from 122 to 154 acres and, along with modest increases in land value has raised the average value of farm real estate from \$8,774 per farm to \$19,408 for an increase of 121 per cent over the 9 year period. By comparison, the value of farm real estate on the average Pennsylvania farm increased 107 per cent, from \$10,371 per farm in 1950 to \$21,419 in 1959.

With this increase in capital investment, production per farm has more than doubled from \$3,275 in 1949 to \$6,699 in 1959. As a result, the Region exceeded the State in the percentage increase in value of farm products per farm between 1949 and 1959 (105 per cent vs. 92 per cent) narrowing the gap between the higher State and the lower regional average from 12 per cent to 6 per cent. Regionally, the greatest improvement occurred in Centre County where average annual sales of agricultural commodities per farm increased 110 per cent, while Clinton and Lycoming Counties experienced gains of 95 per cent and 102 per cent, respectively. Centre is the only County in the Region whose average farm income exceeds State averages and its 40 per cent advantage over Lycoming and Clinton continues to grow more pronounced.

The Region's agriculture also improved its productivity per acre of cultivated land between 1949 and 1959 by 59 per cent, while the State's productivity increased less, at 57 per cent during the same period. Because the Pennsylvania farm price index has declined since 1949, the gains in dollar value of sales experienced during this period is attributable entirely to increases in the physical quantity of production, and thus increased productivity of farmlands and farm labor.

Because more can be produced on less land, regional crop and pastureland usage dropped by 15 per cent in 10 years, from 361,509 acres in 1949 to 307,497 acres in 1959, compared to a 17 per cent decline for the State as a whole. Within the Region, the decline in tillable acreage for Centre, Lycoming and Clinton Counties was 10, 20 and 17 per cent, respectively. As in many other areas of the State, the human and economic problems eliminating marginal farms have been eased by the availability of off-the-farm employment. In Region Eight such part-time farming amounts to 35 per cent of all farm units, a slightly smaller proportion than the State average of 41 per cent.

Future Prospects for Agriculture

In spite of the trend towards farm consolidation and improvement in farm production efficiency, 66 per cent of the Region's commercial farms produced less than \$10,000 gross income in 1959, compared to the State's average of 62 per cent.

Clinton, Lycoming and Centre Counties, 75, 69 and 57 per cent of their respective farms fell below this production level. If this \$10,000 level is assumed to represent a reasonable dividing line between the marginal and economically sound farm operations, many more farms earning less than this amount must be expected to go out of production eventually.

The downward trend in the number of farms and acres of farmland can therefore be expected to continue as marginal farms and farmland are phased out of agriculture. The adjustment process will result in fewer, but larger and more efficient farm units, with consolidation occurring primarily in areas where land characteristics are most favorable for efficient utilization of additional farm capital.

The best prospects in continued expansion of agricultural production and further increases in farm income appear to lie in southeastern Centre County, and to a somewhat lesser degree in southeast Lycoming County, where most of the above average fertility farmlands are to be found. Unfortunately, these are the same areas in Region Eight which will be experiencing the greatest growth of population and demands for urban land. There is sufficient land to accommodate both demands if regional development is effectively guided by regional planning.

E. Industrial Development

Accomplishments and Expectations

There are at least eight separate industrial development agencies functioning in the three counties of Region Eight. Several of these organizations, such as the Lycoming Foundation are limited in their operations, merely to financing industrial development. Others, such as the Lycoming County Industrial Properties Corporation, undertake the complete range of planning, promoting, developing and financing functions. Because the Lycoming County Industrial Properties Corporation has played a broader, more effective role, it is the more active industrial development corporation in the County and has been able to raise over one million dollars in donations to assist industrial growth. This corporation has also built speculative industrial shell buildings and attracted new industries to them. Jersey Shore also has an active development corporation which has raised funds and controls several industrial sites. Lock Haven, Renovo, Philipsburg, and Bellefonte-State College each have established their own industrial development groups with similar functions.

In each of these areas individual industrial sites have been identified while in Williamsport and State College large industrial parks have been developed. In State College, the privately owned State College Science Park, specializes in attracting research and development industries, limiting the amount of production facilities allowed.

The Williamsport based Lycoming Foundation and the Industrial Properties Corporation own a total of 600 acres. 210 acres are located at Muncy and 325 acres in the Williamsport Industrial Park on the western edge of the community. In addition, another 40 acre plot is situated on Route 15 near the Keystone Shortway south of the City.

Although most of Centre County has, until the recent legislative revision, been ineligible for Pennsylvania Industrial Development Authority loans, the Philipsburg area's higher unemployment rates have permitted this western portion of Centre County to draw upon P.I.D.A. funds for the three projects credited to Centre County in the following table.

REGION EIGHT
PENNSYLVANIA INDUSTRIAL DEVELOPMENT AUTHORITY ACTIVITY - 1956 - 1964

County	Projects	Cost of Projects	Planned Employment	Payroll
Centre	3	\$ 590,000	487	\$1,345,000
Clinton	3	706,500	685	2,240,000
Lycoming	9	1,163,959	867	3,656,000
Region Totals	15	\$2,460,459	2,039	\$7,241,000

Source: The Pennsylvania Industrial Development Authority Report 1956-64.

While all three counties have been successful in attracting new industries, the employment created by Lycoming's industrial development program has been by far the most diversified as well as being among the higher wage scale industries. In each case, the community provided 10 per cent of the project cost with P. I. D. A. assuming 40 per cent, and commercial lending institutions the remainder. In most communities, funds have been raised through donation, though Lock Haven was forced to sell bonds to finance an apparel plant.

In addition, Pennsylvania Industrial Development Assistance Act (635) funds have been utilized by both Clinton and Lycoming Counties for brochures, advertising, and surveys as shown in the following table.

REGION EIGHT
PENNSYLVANIA INDUSTRIAL DEVELOPMENT ASSISTANCE ACT - 1956 - 1962

County	Group	Grant Amount	Amount Used	Purpose
Centre	0	0	0	0
Clinton	Lock Haven Chamber			Surveys and
	1958 Industrial Dev. Comm.	\$ 3,653	\$ 3,653	Brochure mailing
	1959 " " "	3,653	-	" "
Lycoming	Williamsport Chamber			
	1957 Industrial Dev. Comm	9,450	9,450	Advertising and
				mailing Brochures
	1959 " " "	10,124	7,890	" "
Regional Totals		\$26,880	\$20,993	

Source: Progress Report, The Pennsylvania Industrial Development Assis-

Industrial development committee personnel from both Williamsport and Renovo expressed pressing needs for highway improvements. The Williamsport needs will be met by planned high speed connecting routes to the Keystone Shortway and improvements to Routes 220 and 15. However, the Renovo problem is one in which the relative isolation by distance is compounded by the sharp curves and narrow right-of-way on the various bridges to Renovo. A mobile home manufacturer located in Renovo has had to increase the size and length of his product to stay competitive with the fashions of his market, but now finds the local highways and bridges too narrow to accommodate his product. The manufacturer is faced with curtailing employment until means can be found to transport his product out of town. In the meantime, Renovo is stockpiling the growing number of new mobile homes on every available level site. The Department of Highways indicates that new bridges take approximately eighteen months to plan and complete but there are no proposals for any at this time. The lack of advanced planning and concerted action will undoubtedly cost Renovo valuable payroll until improvements are made.

Evaluation of Programs

Region Eight industrial development groups have each produced promotional materials in conjunction with Chambers of Commerce and local utilities. The Pennsylvania Power and Light Company has also assisted in financing purchases of property to be reserved for industrial development, in addition to providing other promotional services. Site and building promotional brochures are provided by West Penn Power Company too as well as aid in planning industrial areas. With the exception of State College, industrial development planning in Region Eight has not progressed to the point of being selective about the employment which is sought nor is it designed to complement existing industry. Promotion and planning for industrial development has not yet reached a regional scale and approaches the countywide dimension only in Lycoming County.

Cooperation with planning commissions is most apparent in Centre County where active county planning has been under way for the last three years. In response to the Industrial Development Corporation's request, the Centre and Inter Valley Regional Planning Commissions, with their respective planning consultants, are in the process of identifying and recommending potential industrial sites. The construction of the Keystone Shortway and upgrading of Route 220 to high-speed, limited access standards will present new opportunities for collaboration in industrial site development planning. But, the biggest challenge in cooperation between economic and physical planning may arise within the context of the Appalachia Program in the need for local development district participation in defining regional development goals and strategies.

Region Eight's best precedent in such regional economic collaboration is its membership in the Susquehanna Economic Development Association (S.E.D.A.), a Chamber of Commerce voluntary association linking Clinton and Lycoming Counties with Snyder, Union, Northumberland, Montour and Columbia. Although S.E.D.A. has played an active role in industrial

promotion, it still lacks official representation of such influential county groups as planning, economic development or elected officials, and without professional staff, is in no position at the moment to provide regional leadership.

F. Tourist Development

Existing Attractions and Potential Development

Each of the counties of Region Eight have established tourist promotion agencies and regional associations. Both Centre and Lycoming Counties function on a countywide basis while Clinton County has joined with Cameron to form the Bucktail State Park Association. In addition, Lycoming County has a Pine Creek Development Association and Centre County is a member of the Juniata Mountains Recreation Area Organization, including Juniata, Mifflin, Perry, Huntingdon and Fulton Counties. The Williamsport Chamber of Commerce also maintains a Convention Bureau to promote its community as a convention center.

Though no inventories of tourist attractions have been developed, brochures have been designed and distributed and each group sponsors several large events annually. Renovo is especially noted for its Flaming Foliage Festival and Williamsport for the Little League Baseball World Series. Centre County promotes the Pennsylvania State University with its theatres, museums, and art displays, in addition to the famous Penn's and Woodward Caves. Twelve of the eighteen historic sites identified by the Historical and Museum Commission in Region Eight are located in Centre County. One of these, the 28th Division Shrine at Boalsburg, is already in public ownership, and two more have been proposed for acquisition. One of these is Centre County's Eagle Iron Works and Curtin Village, one of the earliest (1810) iron furnaces in the country. The other is Pine Station, a natural site of archeological importance in Clinton County.

The increase of overnight accommodations between 1961 and 1965 in Centre County has occurred entirely in State College where the addition of over 300 new hotel rooms has more than counterbalanced a decline in hotel rooms in the Bellefonte area.

REGION EIGHT - HOTEL AND MOTEL ROOMS - 1961 - 1965

County	1961	1965	Change	Per Cent
Centre	1024	1260	236	23.0
Clinton	508	476	-32	-6.3
Lycoming	1267	1273	6	0.5
Regional Total	2799	3009	210	7.5
Pennsylvania			6168	5.6

Source: Pennsylvania Department of Revenue

The closing of two hotels and loss of one motel by fire in Renovo was responsible for Clinton County's small net decline in tourist accommodation. During the Flaming Foliage Festival and hunting season, many homes in the Renovo area are opened to guests for short periods of time, but poor highways, lack of facilities and the loss of tourist rooms deprives upper Clinton County of the full economic benefits that its scenic mountains tourist potential should provide.

Although Lycoming County has had little net increase in hotel and motel rooms during the 1961-1965 period, the new construction in 1965 of the Lycoming Hotel and Holiday Inn in the Williamsport area will add over 125 rooms.

Evaluation of
Programs

Region Eight's Tourist Promotion Agencies (T.P.A.'s) have utilized almost the entire amount of matching funds made available by the Pennsylvania Department of Commerce, for promotional materials and administrative expenses. The following table indicates the distribution of these funds within the Region (including Cameron County).

REGION EIGHT - STATE TOURIST PROMOTION MATCHING FUNDS - 1961-1965

County	Year	Grant	Used
Centre	1961-1962	-	-
	1962-1963	\$4,280.00	\$4,280.00
	1963-1964	3,064.00	3,064.00
	1964-1965	3,221.00	1,595.00*
Clinton and Cameron (Bucktail Association)	1961-1962	2,880.00	2,000.00
	1962-1963	3,334.00	2,404.00
	1963-1964	2,128.00	1,128.00
	1964-1965	3,203.00	2,203.00*
Lycoming	1961-1962	4,044.00	4,044.00
	1962-1963	7,109.00	3,677.00
	1963-1964	3,281.00	3,281.00
	1964-1965	3,499.00	1,273.00

* To June 1, 1965. Fiscal Year Ends - June 30.

Source: Pennsylvania Department of Commerce.

County Commissioners in counties of Region Eight have not as yet exercised the option, permitted by Act 348 (1963), of providing local government financial assistance to these tourist promotion efforts. This may change in the future as more specific tourist development plans are completed. The responsibility for comprehensive tourist development planning lies with the various tourist promotion agencies

and the choice of deciding whether to assist in implementation rests with the Commissioners.

In the opinion of tourist intersts in Clinton County, the amount of State land and the restrictions placed on it by the State have hampered the growth of public and private facilities. Because the leasing of State lands is on an annual basis, few persons wish to risk large investments in improvements. Private development is thus discouraged while State ownership (consisting of 45 per cent of Clinton County's land) deprives the county of taxable property.

Local proposals to correct the situation revolve around longer leases, sale of a predetermined number of acres of public land for private development, or State development of camp grounds and resort facilities on public land. By encouraging the growth of seasonal homes at the peripheries or in the enclaves surrounded by public lands, the county's tax base and tourist economy could also be increased.

However, seasonal homes have grown during the 1950's only in the more accessible Centre and Lycoming Counties.

REGION EIGHT-VACATION HOMES - 1950 - 1960

County	1950	1960	Change	
			Numerical	Per Cent
Centre	354	989	635	179.4
Clinton	494	449	-45	-9.1
Lycoming	1030	1397	367	35.6
Region Total	1878	2835	957	51.0

Source: United States Census of Housing.

As better access is provided to private lands northwest of U.S. Route 220 in the sparsely populated Allegheny Plateau area, more seasonal homes can be expected. The rate of development may be associated with the amount of available private lands, Centre and Lycoming Counties having only 28 and 27 per cent of their land under State ownership, compared to 45 per cent for Clinton County.

New seasonal homes have been relatively widely scattered in Centre County, while concentrated along Pine and Loyalsock Creeks in Lycoming County.

G. Open Space and Recreation:

Existing Open Space and Public Recreation Facilities With 570,000 acres of State Forests, 104,000 acres of State Game lands and 21,000 acres of State Park-lands, Region Eight is endowed with more than eleven times as much State owned recreation land, in relation to its population, as is Pennsylvania as a whole. Even within the more intensively used category of State Parks, the Region's ratio of 91 acres per 1,000

people exceeds the State average by a factor of six and is well above the State's target of providing each Region with a minimum of 25 acres per 1,000 population.

In a sense such ratios are misleading since recreation is more than just a local amenity in Region Eight, it is also an economic base industry serving all of Pennsylvania, adjoining states and even Canada. The number of visitors to State Parks within the Region has increased dramatically from only 240,000 in 1953 to 1,100,000 in 1964, and present plans for new facilities, coupled with the better access new highways will provide, should raise this figure to at least 1,700,000 by 1980.

REGION EIGHT
EXISTING AND PROPOSED PUBLIC RECREATION LAND - (in acres)

County	Existing				Proposed			1
	State Forests	Fish and Game Lands	State Parks	Local	Fish and Game Lands	State Parks	Local	
Centre	141,357	54,776	2,970	-	232	10,000	726	
Clinton	250,711	10,571	17,113	39	20	-	197	
Lycoming	176,892	58,559	525	504	-	-	3,937	
Region Eight Total	568,960	103,906	20,608	543	252	10,000	4,860	
Acres/1000 ² persons	-	-	91.3	2.4	-	114.0	20.1	

1. Letters of interest submitted by local government units under PROJECT 70

2. Using 1960 Census and State Planning Board's 1980 Projections.

Lycoming County has two State Parks, one within the City limits of Williamsport and the other at Pine Creek, north of Waterville. By far, the largest State Park in the Region is the Bucktail State Park stretching almost the entire length of Clinton County and including a part of Cameron County. In addition, Clinton County has Hyner Run, Ravensburg and Kettle Creek State Parks. Black Moshannon State Park in Centre County provides the greatest variety of facilities with swimming, boating, picnicking and skiing. By the end of 1965, this park will also have a new ski lodge to augment its newly developed ski slope. Though most of the State Parks in Region Eight are well developed for recreation, access to them is often poor due to poor roads and the distance separating the parks from population centers.

In an effort to correct inadequate access and other shortcomings to public recreation development in Region Eight, the City of Williamsport has established a Park and Recreation Board to coordinate all City recreation development efforts. However, none of the counties in

Region Eight have yet established County Park and Recreation Boards.

Evaluation

One of the major problems felt to be inhibiting the private commercial development of Region Eight's recreational potential is the high proportion of public land ownership (45 per cent in Clinton County). This factor has also seriously eroded the local tax base. Another handicap in promoting recreation development is the difficulty in attracting private investment in recreational facilities under the current short-term leasing policies of various State agencies. Until these policies are altered, the State must assume the burden of development. Local interests are outspoken in pointing out that when State funds are not available for development of areas of large State land holdings, the Region is confronted with the double burden of a severe limitation on the expansion of its recreation economy, and a heavy tax load on the few private properties remaining in the area.

Additional State Park recreation facilities are proposed around the reservoir that will be impounded by the U.S. Army Corps of Engineers flood and recreation dam, now under construction near Blanchard in Centre County. The lake will cover 1,730 acres and have a summer shoreline of 23 miles. It is scheduled for completion in 1969. The Corps of Engineers and Pennsylvania Department of Forests and Waters plans call for camping, picnicking, swimming, fishing, and boating facilities to serve as many as 650,000 visitors along the shoreline of this reservoir. The reservoir and dam eliminate over 50 per cent of the tax base of Howard Township, but tourist facilities springing up as a result of this lake are expected to more than compensate this immediate tax loss.

As the Susquehanna River Basin Studies progress, additional reservoir proposals are likely to emerge. If these are to be evaluated within a region-wide plan for physical and economic development and preserved from haphazard private development, Region Eight must fashion some more effective organization for recreation planning and land development control. The present dangers of unguided private development along Lycoming's lovely Pine Creek already attest to this danger.

H. Public Health

Major Health Problems

Region Eight possesses two particular geologic conditions which create public health problems. The limestone formation of the Nittany Valley in Centre and Clinton Counties and the glacial gravel base of the Montoursville and northern Lycoming County areas. In both instances improperly handled waste materials may quickly pollute ground water supplies due to easy access to the ground water table through the many solution channels of the limestone strata or the relatively porous glacial gravel.

Because of the relative isolation and small population of communities lying outside the main population centers in the Nittany, Bald Eagle, and Susquehanna Valleys, the financing of sewer and water facilities constitutes a great economic burden. However, many of these small agricultural centers are faced with the problem of both stopping the pollution of their own ground water supply and building public water systems to supply their own needs. However, once the ground water has been contaminated (and ground waters feed the surface waters) it can take an extremely lengthy period to overcome past contamination. It may therefore be necessary to provide outside financial assistance in order that small communities have both sewer and water facilities, in order to protect both themselves and their neighbors downstream. The following table indicates the number of persons without sewers and/or treatment plants in Region Eight.

REGION EIGHT - SEWAGE TREATMENT - 1965

County	Population	Pop. served By Sewers	Pop.served By Treatment	% Pop. without Sewers	% Pop. without Treatment
Centre	78,580	33,493	29,695	57.3	62.2
Clinton	37,619	21,309	17,316	43.4	54.0
Lycoming	109,367	61,205	59,055	44.0	46.0
Region Eight	225,566	116,007	106,066	48.6	53.0

Source: Pennsylvania Department of Health.

Due to the rapid growth of the State College area and a large rural population, Centre County has a greater proportion of its population without sewers than either of the two other counties. With this general picture of nearly half of the Region's population not served by sewers, coupled with poor septic tank soil disposal characteristics, we can expect the danger of further pollution of our streams and underground waters to continue. In Lycoming County, Muncy Creek is the recipient of large amounts of sewage waste particularly in the Hughesville area. There is also solid waste dumping in many locations along the creek causing further pollution. Were it not for the acidic content of the Moshannon Creek which has neutralized the raw sewage from Philipsburg, the Health Department would have required the Borough to build a sewage plant long before this time. Any extension of sewers in the area will aggravate the effluent disposal problem due to the low flows of stream water during the summer months.

Because Region Eight includes bituminous coal mining areas on its western fringes, some acid mine drainage is found, originating in the Snow Shoe and Philipsburg areas of Centre County. Others occur further upstream but also pollute the streams of Region Eight. As acid pollution of these streams is corrected an additional recreation and water supply potential will be realized, but this natural method of sewage treatment will no longer be able to substitute for municipal action.

Another type of health problem exists in the Elimsport and Lock Haven areas which are plagued with the problem of mosquitoes. In the Elimsport area, limestone sink holes containing water provide ready breeding grounds for these pests as do the settling beds for the chemical and paper plants in Lock Haven. Although Lock Haven's mosquito infestation problems are rapidly being corrected, Elimsport's are not, due to the difficulty of organizing a mosquito control program in that unincorporated area.

Existing and
Proposed Corrective
Programs

To solve the problem that has arisen from dumping its treated sewage effluent into Spring Creek, the State University proposes the extension of its experimental sewage effluent disposal system which has been successfully disposing of its treated effluent by spraying it on crops and foliage, making them grow at a much faster rate. This liquid fertilizer contains large quantities of phosphates and nitrates which when dumped into streams causes excessive plant growth, a drop in oxygen content and associated fish kills.

The University treatment plant presently serves the Borough of State College and the out-lying areas as they are annexed to the Borough. At the present time, a sewage disposal study is being undertaken by an engineering firm covering the Borough of State College and the four surrounding townships. It is hoped that a regional solution to the sewage disposal problem in this fast growing area can be found.

Air pollution is also to be studied in the Susquehanna Valley from Lock Haven to Williamsport. In this valley, an accumulation of particles resulting from improper combustion sometimes causes a haze to hang over the entire area. Already, as a result of this valley atmospheric condition, some corrective measures are being instituted and others will be initiated as the study progresses.

I. Education Programs

School District
Consolidation

Generally, school district consolidation in Region Eight is being strongly influenced by the Region's geography, including both physical and socio-economic factors. By July 1966, the total number of school districts will have been reduced from 15 to 13 due to Clinton County's consolidation of its four school districts into a single county district, and the addition of one new district in Lycoming County. However, Lock Haven will appeal in court against the Department of Public Instruction's ruling for a single district, in an endeavor to retain their current Lock Haven jointure district of Susquehanna Valley communities. Because the Lock Haven jointure is currently fragmented in an illogical manner by the Bald Eagle jointure, local officials doubt that this appeal will be

sustained by the court. This effort on the part of southern Clinton County residents to retain their own district, apparently stems from the objection of wealthier municipalities around the City of Lock Haven to being saddled with the expense of supporting the poorer northern Clinton County Appalachia Plateau municipalities in a single county school district.

In Lycoming County, a similar problem exists. Though the City of Williamsport was consolidated with township school districts north of town during 1964, this new district consists of the poorer municipalities of the County. Adjoining this district on the east is a smaller, though wealthier new suburban school district which might, were geography the sole criteria, more logically have been united with the central city. As a result, students are bussed longer distances to school than would otherwise be required.

Excessive bussing is also a concern voiced by Centre County educators who identify cases where elementary children are transported over 10 miles from home to school. Concern was expressed that under the new program of school district consolidation that schools might be enlarged to a level at which the individual student would receive less attention than at present. In addition, as schools are consolidated, distances to schools from student resident areas will increase, further accentuating the distances children must travel to school in sparsely settled areas.

This potential drawback places a responsibility on the consolidated school district, with its greater flexibility for school planning and development, to create an equitable balance between travel distance to school and expenditures in new school plant.

School Site and Facility Planning

Though no master plans for school district development are contemplated at the present time in Region Eight, the State Board of Education may adopt a policy of requiring all school districts to plan ahead. In the meantime, only those districts that wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Because local school districts have arranged local financing for acquisition of school sites at the time they wish to build, they have not taken advantage of this program nor have they developed long-range development plans. Instead, they have preferred to wait until the need has grown urgent before acquiring the land for new schools.

Such a lack of foresight and development coordination is evident in Williamsport where the school board purchased a plot of land next to the central business district for an elementary school site. In spite of warnings from the City's Redevelopment Authority that the City's comprehensive plan called for residential relocation in this area, the school board went ahead and built on its small plot of land. As a result, a new elementary school now stands in a predominantly commercial

area requiring transportation of students from distant residential areas of the City over busy city streets. Such costly mistakes as this the City can ill afford.

Planning will also have to be undertaken to decide the proper location, financing and programming of area vocational technical high schools, approved by the Department of Public Instruction for Clinton and Centre Counties, in April and June of this year.

Higher Education

However, planning for the development of the Williamsport Technical Institute (now serving 1,000 adults and 500 high school students) into a Community College has progressed to the point that by September (1965) it will have begun to serve a seven county attendance area. To achieve this, the Williamsport Area Community College will add liberal arts courses to existing technical institute courses, expand its small campus to approximately 50 acres and add a new building to its facilities, financing all this with borrowed funds under the new Community College Act. Simultaneously, the Methodist Lycoming College in Williamsport has expanded from a two year to a four year liberal arts college, resulting in an enrollment increase to 1,270 during the fall of 1964. This parallel development of two higher education institutions has induced a certain amount of friction between Community College and Lycoming College proponents. It is hoped that coordination and integration of programs can be achieved between these two institutions.

In Clinton County, the Lock Haven State College had an enrollment of 1,538 students in 1964 and they are planning for an enrollment of 2,600 by 1972. Though it is primarily a teachers college today, more emphasis will be placed on liberal arts courses in the future.

In Centre County, the Pennsylvania State University enrollment (now over 20,000 students for all of its campuses) has reached 15,000 on the main campus at State College. It is expected that on-campus students at State College will number approximately 16,300 by 1970, and perhaps 27,000 by 1985. Even though the University may place increased emphasis on graduate work at its State College campus, under-graduate students may still prefer (if there is a choice) State College where more courses are available and a collegiate atmosphere prevails, to the University's 10 campuses spotted throughout the Commonwealth.

J. Transportation Planning

Existing System

Because the valleys in Region Eight are oriented in a northeast-southwest direction, development has occurred in that direction as well. Not surprisingly, urban and industrial growth has taken place along this same corridor which, with the exception of State College, is served largely by U. S. Route 220 which passes through the center of Region Eight, linking Lock Haven and Williamsport with Altoona to the southwest and with the Binghamton-Elmira, New York State urban complex to the northeast

beyond mountainous Sullivan County.

However, east-west and north-south access to this Region has been difficult, due to the Allegheny Plateau escarpment to the west and north and Bald Eagle Mountain to the south. Nevertheless, cross links with this transportation spine do occur in the southern part of the Region where U. S. Route 322 climbs the face of Bald Eagle Mountain to the plateau beyond State College, to descend via Lewistown and the Juniata and Susquehanna River Valleys to Harrisburg. To the west, 322 traverses the rugged topography of the Allegheny Plateau between Port Matilda and Philipsburg. In the central portion of the Region, U. S. Route 120 branches off from Route 220 at Lock Haven and follows the meanders of the upper West Branch of the Susquehanna, providing somewhat tenuous access to the wilds of central Pennsylvania around Renovo. At the northern part of this transportation spine, Route 15 from Harrisburg must climb over Bald Eagle Mountain, south of Williamsport and cross busy 220 in downtown Williamsport before proceeding northward through the mountains to distant Rochester and the New York Thruway. Of all these routes, only 220 and the parallel Route 64 through State College are free of steep mountain gradients.

Partially alleviating a need for better east-west roads, the Keystone Shortway route will traverse the rough terrain of northern Centre County near Bellefonte, pass approximately eight miles south of Lock Haven and eighteen miles south of Williamsport. Between the Shortway and the latter two cities stands Bald Eagle Mountain. Access from the Shortway is limited to the gap at Mill Hall for Lock Haven and Route 15 over Bald Eagle Mountain into Williamsport. Even though the Keystone Shortway does not provide easy access to the major urban centers, it will provide superb access between Region Eight and the Mid-west and Atlantic Seaboard when completed in 1968.

Major Highway
Improvement
Proposals

In Lycoming County, two major improvements are proposed by local interests: a limited access beltway, relocation of Route 220 north of Williamsport, and an improved Route 15 north from Williamsport to the New York border. Though not opposing improvements to existing Route 220 northeast through Sullivan and Bradford to the Elmira-Binghamton area, the Williamsport Chamber of Commerce has gone on record in favoring the Route 15 links with Rochester as more beneficial to this City. The State had proposed the inclusion of both routes in the Appalachia Program, and both have been rejected for the time being. To bypass Bald Eagle Mountain south of Williamsport, local plans call for extending the Route 220 beltway south on the east side of the Susquehanna River along Route 147 to connect with the Shortway in the Milton area. From this point on the western bank of the river, an improved Route 15 could provide high-speed travel south to Harrisburg, Baltimore and Washington.

These proposed improvements to Route 220 would be financed by the Appalachia Program which envisions a limited access route from Milton north to Williamsport and then south all the way to the Pennsylvania border in Bedford County. In Clinton County, this improved route would bypass Lock Haven and swing south through the Mill Hall Gap in Bald Eagle Mountain to follow the Shortway that parallels existing Route 220 to

Milesburg. From there south to the Pennsylvania border, improved Route 220 would closely parallel its present alignment.

Along this route, the State Highways Department expects to provide a new access spur to the Corps of Engineers ten mile-long lake that will be impounded within the next five years in Bald Eagle Valley between Blanchard and the Milesburg interchange on the Shortway. Routes to existing small communities that will be cut off from outside access by the lake will be provided by the State Highways Department as well as access routes to planned recreation areas along the lake.

In Centre County, the Centre Regional Planning Commission has gone on record favoring a State College bypass close to the urban area in preference to their consultant's recommended bypass location further out. Three of the five Regional Planning Commission members favored this route because they felt that a controlled access (rather than a limited access) route close to the borough would not create a barrier to borough growth northward, as their opponents claim, and that it would relieve borough traffic congestion more effectively than a bypass located further out.

In their submission to the State Highways Department, the Centre County Planning Commission gives the highest priority to building this close in controlled access route north of State College and to a new controlled access route carrying U. S. Route 322 directly northwest from Martha Furnace to Philipsburg. A four lane highway connecting this route to the Kylertown interchange in Clearfield County with direct access to the Midstate Airport is also given high priority by the County Planning Commission.

In addition, two alternative controlled-access routes are proposed: one from Potters Mills to Bellefonte over Nittany Mountain and the other route from Potters Mills to the proposed State College bypass. Though the County Planning Commission has expressed its preference for the Potters Mills to Bellefonte route there are indications that the State Highways Department will give higher priority to the southern route through the rapidly growing southern portion of the County.

In contrast to the countywide highway concern expressed by Centre County's Planning Commission to the State Highways Department, the Clinton County Planning Commission has continued its recommendations to routes in the southern, more populous portion of its county, perhaps overlooking the need for better access highways into the sparsely populated northern plateau areas. As previously mentioned in the industrial development chapter of this report, a mobile home manufacturer in Renovo may have to curtail employment if better highway access to his factory is not provided. Improved access would involve widening of bridges, highway resurfacing and correction of the current erosion action of the Susquehanna River which is undercutting Route 120's embankment at Renovo. Local interests have also expressed a desire that State Route 144 be improved from Renovo north to Route 6 and south to the Shortway.

Effect on Future
Regional Development

At present, it appears that the Appalachian Thruway (U. S. Route 220) may be built within the next six years. Such a high-speed facility would significantly reduce the time travel distance all along the Region's existing growth corridor from Bellefonte in the west to Muncy in the east, enhancing intra-regional commuting and thus the Region's available labor supply, and promoting further regional economic inter-dependency. It will also accelerate the existing pattern of linear physical development, which while an economic success may soon become a visual failure. No single County Planning Commission can resolve the problems of planning a regional "strip city" as effectively, acting alone as in some form of regional association.

In Centre County, those highways that appear to have the highest building priority will serve the growing southeastern portion of the County too. As a result, State College's growth will be further stimulated and access to State College employment from depressed central Pennsylvania areas will become increasingly important. For this reason, U. S. 322 serving depressed Clearfield County from which many of State College's commuters come may be improved. In the meantime, there is still some doubt as to when or where a route will be built connecting 322 with the Shortway in the Bellefonte area. If such a route is built, that municipality should grow. Due to its close proximity to two well-traveled highways, Bellefonte would continue to share in Centre County's Route 220 and Route 64's corridor growth.

K. Central City Planning

Central City
Development Trends

Three urban centers are found in Region Eight: Williamsport, Lock Haven and State College. Of these three, only Williamsport declined in population between 1950 and 1960, thus following State-wide central city trends, while Lock Haven remained relatively stable and the Borough of State College experienced a remarkably rapid growth. Through annexation of two large tracts of land to the south of the Borough, and development of garden apartments, State College has added another 5,175 people between April 1960 and October 1964, almost as much as it did during the entire decade of the 1950's. If this increasing rate of population growth continues, State College Borough could become a sizeable city within the next ten years. Intercensal estimates for 1963 indicate that Williamsport's population is continuing to decline while Lock Haven's size remains the same as in 1960.

State College is also outstanding in Region Eight for the rate of growth of its real property value, manufacturing jobs and retail sales. Although Lock Haven and Williamsport also experienced moderate gains in real property value and retail sales (Lock Haven only), they both lost manufacturing jobs between 1957 and 1964. As the following table indicates, State College had the lowest deteriorated and dilapidated housing

rate for any of the urban centers of Region Eight.

REGION EIGHT - CENTRAL CITY DEVELOPMENT TRENDS

Trends	Lock Haven	State College	Williamsport
1960 Population	11,748	22,409	41,967
Population Change 1950-1960	+3%	+30%	-7%
Dilapidated and Deteriorating Housing - 1960	26%	9%	18%
Real Property Change 1960-1964	+7%	+20%	+8%
Manufacturing Jobs 1957-1964	-7%	+55%	-14%
Retail Sales 1958-1963	+27%	+47%	+1%

Note: Three city totals amount to an increase of 2,469 persons; 3,978 dilapidated and deteriorating housing units; a \$16 million increase in real property values; a decline of 1,726 manufacturing jobs and an increase of \$18.9 million in retail sales.

Planning and
Redevelopment
Programs

In recognition of the problems accruing from growth or decline Williamsport, Lock Haven and State College each established planning commissions as long ago as 1920, 1922 and 1930, respectively. In Williamsport, a planner has been hired who spends most of his time working for the City's Redevelopment Authority. With limited help he has prepared the City's Workable Program application, citing progress the City has made towards better planning, development and prevention of urban blight. He has also been involved in up-dating the City's comprehensive plan, initially prepared for them by a planning consultant. A great deal of effort has also been expended promoting the formation of a County Planning Commission.

Lock Haven, the smallest of the three urban centers, has shared the services of a planner working for both the Clinton County Housing and Redevelopment Authorities and the Clinton County Planning Commission. Consequently, the part-time City Planning Director spends most of his time that is allocated for city planning work in preparing the "Workable Program" that enables Lock Haven to receive federal aid for its housing and its proposed urban redevelopment projects. The rest of his time is spent in attending city planning meetings and in up-dating the City's comprehensive plan, also initially prepared for the City by a planning consultant. Like Williamsport, a consultant has prepared comprehensive plans for Lock Haven's surrounding municipalities. Though no regional planning commission has been established, as exists around Williamsport,

the informal planning relationship between Lock Haven and her surrounding municipalities appears just as effective as the more formal Central Lycoming Regional Planning Commission Program which no longer retains its original voluntary membership.

State College, the last of the three centers to establish a planning commission, has completed its comprehensive plan, and the highway plan prepared by planning consultant Carl Wild, in 1956 is still being followed. In fact, the northern bypass around the Borough proposed at that time has recently been reaffirmed by the Borough and the surrounding four townships that comprise the new Centre Regional Planning Commission (formed in 1960). This reaffirmation came in the process of up-dating the Borough's comprehensive plan by a new planning consultant and its coordination with the development of four new comprehensive plans for the four surrounding municipalities.

Even though Centre and Clinton Counties both have County Redevelopment Authorities, Clinton is the only one that has any staff and this consists of a part-time Director and Secretary. No progress towards execution of any projects in Centre County has therefore been undertaken. In Clinton County, the Redevelopment Authority has submitted applications for federal planning funds to study the feasibility of undertaking two redevelopment projects in Lock Haven, covering approximately eight acres. The Public Housing Authority has already acquired two sites for public housing, one near the Lock Haven College and the other, unfortunately in an industrial area in the city. If the community could have waited, urban renewal funds could have been used to acquire the substandard residences in the city's industrial area for industrial purposes instead of public housing re-use.

In Lycoming County, the City of Williamsport has been active in urban renewal work during the past three years. During this comparatively short period of time, the City's Redevelopment Authority has been able to complete two projects: a downtown, eleven-acre commercial and high-rise redevelopment project, and the clearing of eleven acres of substandard housing for the expansion of Lycoming College. Both of these projects are expected to be completed by 1966.

Two Williamsport redevelopment projects are also in the planning stage. One will use spot clearance in a ten acre downtown blighted commercial area for municipal improvements and a parking garage. A second project, covering thirty-seven acres, will acquire sufficient land for an improved riverfront highway over which U. S. Routes 15 and 220 will be channeled with controlled access just skirting the city's central business district. Several large stores wish to expand into this area and sufficient parking must also be provided. Eventually, the beltway north of the city will be built to carry regional traffic around the city.

Evaluation of
Central City
Programs

Central city planning and development programs have been hindered in both Williamsport and Lock Haven by the inability of the cities to annex developing suburban areas. By contrast, State College has steadfastly refused to extend sewer or water lines to surrounding areas unless these are annexed to the Borough. As a result, two large subdivisions have recently been annexed to the Borough. Fortunately, for the Borough, sufficient lands have been available for shopping center sites with the consequence that all the new shopping centers in the State College area are located in the Borough. In the Lock Haven and Williamsport areas most of the recent commercial and motel developments are occurring outside their city limits. Conversely, the industrial park in the State College area is outside the Borough's limits while most of the industrial jobs in the Williamsport and Lock Haven areas are located within their city limits. For this reason, countywide urban renewal programs may be more useful in redeveloping the strung-out urban centers of Region Eight. At the present time, planning and urban renewal programs do not appear to be keeping up with the natural obsolescence of these latter two cities.

L. County and Regional Planning Programs

County and
Regional Planning
Programs

Of the three counties of Region Eight, only Clinton and Centre Counties have County Planning Commissions. In Lycoming County, the City of Williamsport's planner and the City's Redevelopment Authority Director have spent a great deal of their own time trying to persuade the county to shift from a rather weak regional voluntary association of municipalities to countywide planning without success to date. Other city, as well as rural, interests have urged the County Commissioners to establish a County Planning Commission. Unfortunately, the view prevails that county planning represents more of a threat to the county's fiscal solvency than a sound investment in guiding future development.

Though Lycoming County does not have a County Planning Commission, the City of Williamsport, Montoursville Borough and four townships joined together to form the Central Lycoming Area Regional Planning Commission in 1959. With their joint resources, a planning consultant (Community Planning Services) was hired and a comprehensive regional plan covering the city and surrounding townships was published in 1961. Since that time, several townships have dropped out of the Regional Planning Commission for lack of interest now that the comprehensive plan has been completed. The new City Planner for Williamsport has been active in updating the regional comprehensive plan and attending meetings in an attempt to keep the regional planning program alive. Because it is impossible for the City Planner to undertake all of this work, the Regional Planning Commission may soon disintegrate.

In Clinton County, the County Commissioners have appointed a Planning Commission and hired a part-time staff consisting of an Executive Director and a Secretary. Because he is also Director of the County's Public Housing Authority, and Redevelopment Authority and the City's Planning Commission, the Director spends most of his time in administration, rather than planning. The closest thing to County Planning in Clinton County is the "Greater Lock Haven Area Plan" completed by the planning consulting firm of Bellante and Clauss, for the City of Lock Haven and surrounding seven municipalities. The Director of the Clinton County Planning Commission spends much of his time attending the planning meetings of these municipalities, and has also encouraged the formation of another regional planning group around Renovo.

In Centre County, a great deal of energy has also been spent promoting and organizing municipal and regional planning commissions, and delineating logical regional planning districts. One of these districts consists of State College Borough and the surrounding four townships which formed the Centre Regional Planning Commission in 1959. In 1964, the Intervalley Regional Planning Commission was formed with 10 municipalities to plan for the impact that was anticipated from the recreation development around the Blanchard Reservoir and the development that would take place around the interchanges of the Keystone Shortway. In the meantime, the Centre County Planning Commission was organized for the purpose of hiring a planning staff to undertake municipal, regional and county planning studies. At the present time, the County Planning staff is preparing the plan for the Intervalley Regional Planning Commission. Eventually, the county hopes to organize regional planning commissions covering the rest of the county. The Intervalley and Centre Regional Planning Commission areas of planning jurisdiction already cover over three-quarters of the county's population.

Time and staff permitting, the County Planning Commission plans to establish and staff a County Planning Office in State College for the purpose of continually up-dating the planning studies already undertaken for that area. Some thought has also been given to providing technical assistance to additional regional planning commissions as they organize. The next regional planning commission may embrace the depressed southwest and northwest portions of the county.

In addition, the County Planning Commission has submitted an application for Urban Planning Assistance funds to undertake the first half of a four year county comprehensive planning study. Undoubtedly, additional staff will have to be hired as the County Planning Commission staff, which now consists of three planners, one draftsman, three part-time students and one secretary, expands its program.

Planning Program Evaluation

During its brief existence, Centre County's Planning Commission has established a balanced program of both local planning assistance and county-wide planning studies. By comparison, Clinton County seems almost not to have a county planning program. With one professional and a secretary, who are shared with three other organizations, the County Planning staff does not have the time to bring their broad perspective view to bear on county planning and development problems. Without such assistance, the

County Planning Commissioners will find more of their time devoted to administrative details and local planning activities resulting in a declining interest in county planning. This may already be occurring since the County Planning Commission has not found it necessary to meet for the last three months.

The reluctance of Lycoming County to invest in a county planning commission and staff has already been noted. The formation of a joint Clinton-Lycoming Regional Planning Commission would cost each county less money and might be a good selling point at this time. With a broader tax base, a two-county commission could develop a larger staff at less expense to each of the counties. By such cooperative action, Clinton County could embark on an effective county planning program as well. However, little effort has been expended to date in order to promote such an organization.

Perhaps the heart of the problem is that the concept of planning may have become identified too much in the public image with the narrow and negative aspect of zoning. The public leadership in Region Eight is no less civic-minded than other regions of the State, it's just that land development control does not strike the average citizen as one of the great burning issues of the moment. However, the subject of regional development may do so.

The regional associations which have been formed in Region Eight concern tourist and industrial development, not planning. The Appalachia and Economic Development Administration Programs will be providing funds and functions for regional economic development planning, and it looks quite likely these programs will attract public interest and enthusiasm. Unless the "physical planners" can readjust their own professional approach to capitalize on (and contribute to) this new environment, they may find themselves relegated to a rather mundane municipal function while economists provide the regional development and planning leadership.

REGION EIGHT INTERVIEWS

JUNE 15 - 18, 1965

CENTRE COUNTY

William Buchenhorst	Centre County Assessor
William G. King	Director, Centre County Planning Commission
William Polito	Secretary, Bellefonte-State College Chamber of Commerce
John Solic	Manager, Regional State Employment Office
Walter Wiegand	Superintendent of Buildings and Grounds, Penna. State University

CLINTON COUNTY

Edward Ball	Executive Director, Redevelopment Authority of Clinton County
Earl Bingaman	Secretary, Bucktail State Park Association
Roy Good	President, Renovo Industrial Development Association
Henry Gordon	Assistant County Tax Assessor for Clinton County

LYCOMING COUNTY

James Baggett	Executive Director, Council of Community Services of Lycoming County
E. Joseph Bendel, Jr.	Director, Redevelopment Authority of Williamsport
Joseph Grieco	President, Jersey Shore Industrial Development Corporation
C. E. Noyes	Executive Director, Keystone Shortway Association
Henry Parsons	Industrial Director, Williamsport Chamber of Commerce
Dana Roberts	Williamsport City Planner
Wesley Dodge	Manager, Tourist & Convention Committee, Williamsport Chamber of Commerce

REGIONAL PERSONNEL

Larry Anesco	Regional Representative, Bureau of Industrial Development
James Hite	Labor Market Analyst, Bureau of Employment Security
Robert Hopkinson	Bureau of Advanced Planning, Department of Highways
John Huber	Labor Market Analyst, Bureau of Employment Security
Peter Norton	Regional Representative, Rural Area Development
Robert Raemore	Regional Sanitarian, Department of Health
Fred Walker	Regional Representative, Bureau of Industrial Development
Marlin Wilt	Regional Sanitary Engineer, Department of Health

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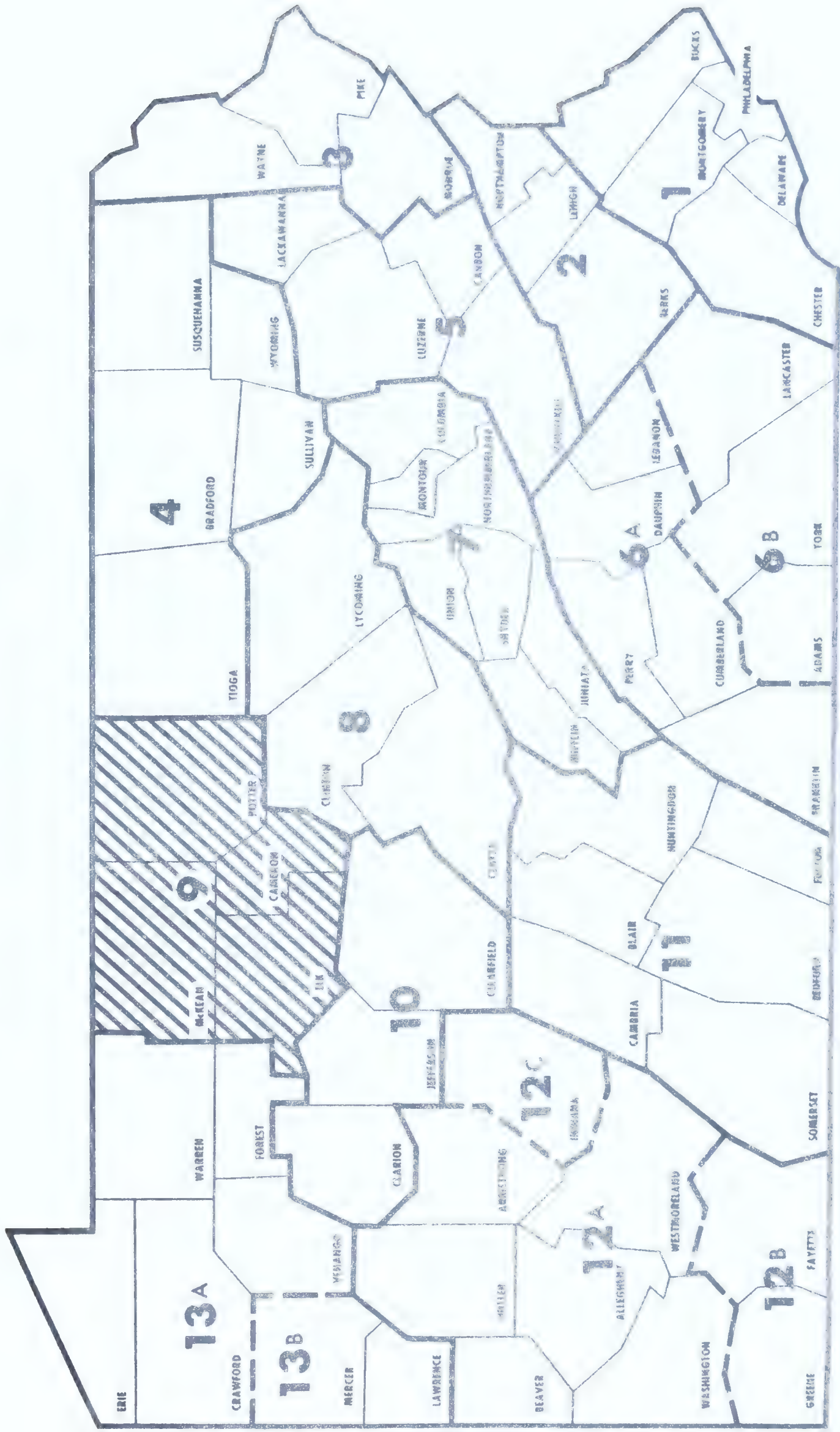
REGION — 9

PENNSYLVANIA STATE PLANNING BOARD

a staff working paper — December, 1965

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STATE PLANNING REGIONS



REGION 9

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NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board Staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION NINE

Part I Development Trends

A. Regional Setting

Common Characteristics of Region Nine

Region Nine, consisting of McKean, Cameron, Elk and Potter Counties, has been referred to as Pennsylvania's last frontier. Though settlement of this portion of the State began in the early part of the nineteenth century, the Region remained relatively sparsely populated until as late as 1870. Today, the Region is still distant and isolated from the remainder of the State and this handicap serves to deter its economic development.

As in other mountainous regions to the south, its history has been dominated by extractive industries, such as timber, oil and natural gas. Bounded on the north by the State of New York, the Region is composed of a heavily forested high plateau with broad divides and deeply entrenched drainage. The greatest relief which appears in the eastern portion of the Region (Potter County) extends into adjoining Tioga County and creates a barrier to travel and communication between these counties.

Largely bypassed by Pennsylvanians because of its poor agricultural soils, steep slopes and short growing season, the Region was initially settled by Connecticut migrants travelling westward through what is now New York State. Later rivalry with Connecticut influenced the early formation of McKean and Potter Counties and precipitated an influx of Pennsylvania settlers from areas to the south, by way of the Sinnemahoning Creek and tributaries of the Allegheny River. Demand for the abundant timber found here furnished an impetus for increased settlement as the mixed hardwood forests of oak, maple, pine and hemlock were cleared and the timber floated south on the Allegheny and Susquehanna Rivers. The discovery and exploitation of oil and natural gas around 1870 provoked a second wave of settlement and the development of many thriving towns centered on these oil field activities. Most of these vanished and were soon forgotten when oil deposits were depleted.

A subsistence level farming, with some emphasis upon dairying, occurs throughout the northern portion of the Region. Potatoes provide a second source of farm income but this crop is limited primarily to Potter County with its shale soil and limited growing season. However, Region Nine is not agriculturally important and many marginal farms are reverting to forest land.

In the southern portion of the Region a number of locally important manufacturing communities such as Ridgway, St. Marys and Emporium have specialized in the production of electrical machinery. To the north, a number of towns in McKean County have been dominated by the oil industry, particularly the City of Bradford which has long served this portion of the Region with refineries and drilling supply establishments.

For decades out-migration has been a major factor in this Region. Although the Region's population remains relatively stable, there have been significant intra-regional differences. The northern portion of the Region has been losing population while the two southern counties have experienced modest growth.

Relationship to
Surrounding Regions

The lack of major urban centers immediately to the south has served to orient the upper portion of this isolated region towards such nearby New York urban centers as Jamestown, Olean, Wellsville and Corning. A significant number of commuters in Potter County find employment in the southern tier counties of New York State. In the western portion of the Region there are economic ties existing between Bradford and Olean, although jobs in this area are now declining. Region Thirteen and Region Ten, to the west and south, exert additional influences upon this region with Warren Borough providing employment for some McKean County residents while Elk County jobs provide employment for residents of adjacent Region Ten. In contrast, relationships with regions to the east and southeast are minimal since few economic opportunities exist in those directions.

The Region's recreational facilities primarily serve other Pennsylvania and out-of-State visitors. Upon completion of the 30-mile-long Allegheny River Reservoir, located at Kinzua, just northeast of Warren Borough, and extending along the McKean-Warren County border into New York State and its associated recreation area, additional tourists will visit this Region from western Pennsylvania and the lower Great Lakes urban centers. Elk and McKean Counties share with Warren and Forest Counties (Region Thirteen) many common interests and problems related to recreation development and the oil and gas industries. Instead of forming a barrier, the vast 480,000 acre Allegheny National Forest, together with its new 30-mile-long reservoir and recreation facilities provide a shared concern in multi-county recreational development requiring close working relationships on an inter-regional planning level.

Natural
Resources

Oil is the most dominant mineral resource found in Region Nine. While present production is much less than peak production in the latter part of the nineteenth century, it is still significant. At one time, the Bradford oil field provided over one-half of the world's oil supply. The crude oil from this field is of superior quality and demands a high price because it is capable of refinement into a great variety of lubricating oils. Secondary recovery processes have stimulated a resurgence of the oil prosperity during this century because of the significant oil reserves that still remain.

Natural gas is generally found to the east of the oil fields and provides a second important mineral resource. The availability of this fuel has been a factor in the location of glass and other industries in the vicinity. The depleted Wharton and Leidey gas fields in Potter County provide underground storage for natural gas piped in from Texas for eastern markets. Approximately \$775,000 is received by the State from annual storage fees on public lands.

Within Region Nine is found the northern limit of the bituminous coal fields. Though present production (largely strip mining) is small, it does provide employment for more than 200 employees.

Because agricultural land is poor, more than 83 per cent of the Region is forest covered. Most of the Region's State forest lands are concentrated in the southeastern section. The Allegheny National Forest occupies over 20 per cent of the land area of both McKean and Elk Counties. Large tracts of forest land are privately owned and numerous saw mills are seen throughout the Region. The importance of these forests is reflected in the fact that 13 per cent of the Region's jobs are in paper, furniture and other wood industries.

Acid mine drainage from coal mining is not the serious problem that it is in regions to the south. However, water pollution related to the oil industry is a concern in the western portion of the Region where surface and ground water contamination by sodium chloride brine and oil occasionally results from abandoned deep wells which have not been properly sealed.

The scenic beauty of this wilderness Region remains its basic natural resource and serves an important winter and summer recreation industry.

Effect of Environment
on Future Pattern of
Development

The dependency upon its mineral and forest resources has determined the Region's pattern of growth, but has subjected it to limiting factors. When these extractive industries are exhausted, or there is diminished production, the Region will not be able to prosper industrially without some

locational advantages. However, inaccessibility has historically hindered growth and economic development in this Region.

Recently, with more emphasis upon the recreation industry, the Region has entered a new phase of economic growth. This vacationland, part of a larger Appalachian Mountain recreation complex, is advantageously located within relatively short distances of large urban populations stretching in a semi-circle from Pittsburgh to the lower Great Lakes centers of Cleveland and Buffalo.

A major handicap to tourist development is the lack of an adequate regional highway network. Two-lane U. S. 6 is the only east-west highway across the Region. However, just outside the Region and parallel to Route 6 are the much higher capacity, limited-access facilities of New York Route 17 (The Quickway) and Interstate 80 (The Shortway). The only highway, within Region Nine, connecting these three east-west transportation arteries is U.S. 219. As a result, the entire eastern two-thirds of the Region is lacking a major north-south highway. Physically, the mountainous terrain in this eastern portion severely hinders both highway construction and economic development.

The most prosperous portion of the Region is the southern section along U.S. 120, between Ridgway, St. Marys and Emporium. This more accessible area, which is already experiencing a population growth, may, because of its proximity to the Keystone Shortway and established base of skilled labor in a unique industrial complex, represent Region Nine's best prospect of a growth area during the next few years. Future prospects for the eastern portion of Region Nine, however, are not as optimistic, and continued population losses are anticipated in this isolated section where fewer jobs are available and farming employment is declining.

B. Population Trends

Over-all Regional Growth

Region Nine has a population density of only 35 people per square mile, far below the State average of 250 and is one of Pennsylvania's most sparsely inhabited areas. The Region's rugged terrain and high proportion of forest land have significantly influenced its settlement patterns. Population

has concentrated in the major stream valleys where much of the limited agricultural land and most of the Region's highways are found.

The 1963 population of 115,914 constituted slightly more than one per cent of the State's total. Even though much of the Region's population is concentrated in scattered urban places, the largest of these (Bradford) has only 15,000 population and no other surpasses the 10,000 level.

While the Region has undergone relatively little change in total population since 1940, there has been marked intra-regional differences in past population trends. Cameron and Elk Counties have grown continuously in recent decades while McKean and Potter Counties have experienced steady declines, as indicated in the following tables.

Population Summary Components of Regional Growth 1940-1970

	1940-1950 ¹	1950-1960 ¹	1960-1963 ¹
Natural Increase per Annum	1,243	1,492	1,275
Net Migration per Annum	-1,366	-1,395	-1,367
Total Change per Annum	- 123	+ 97	- 92
Per Cent Change per Annum	- 0.11	+ 0.08	- 0.08

1. Pennsylvania Department of Health, Annual Statistical Reports

County Population Trends and Projections 1940 - 1970

	1940	1950	1960	1963 ¹ Estimated	1970 (Projections of 1960-63 Trends)	1970 ² (Temple Projections)
Cameron	6,852	7,023	7,586	7,693	7,916	7,100
Elk	34,443	34,503	37,328	38,095	39,688	39,407
McKean	56,673	56,607	54,517	53,592	51,667	54,499
Potter	18,201	16,810	16,483	16,236	15,723	16,216

Region	116,619	114,943	115,914	115,616	114,994	117,222
State	9,900,180	10,498,012	11,319,366	11,425,000	11,644,396	12,262,662

1 Intercensal Population Estimates for 1963, Pennsylvania State Planning Board

2 Pennsylvania State Planning Board, The Population of Pennsylvania: Projections to 1980, June 1, 1963.

Since 1940, net emigration from Region Nine has almost balanced and at times slightly exceeded the Region's natural increase in population. Although all factors causing the high rate of out-migration from Region Nine cannot be ascertained, it is apparent that declining employment in industries, such as agriculture, coal, oil and gas (Elk and McKean Counties) were partially responsible.

Locational Trends in Regional Growth

In 1960, one-quarter of Region Nine's population was located in the City of Bradford and its three adjoining townships. The Bradford area originally attracted residents because of its surrounding oil field activity and has continued to prosper in recent decades as an oil well equipment, paper, chemical and electronic products center. From 1950 to 1960, the suburbs of Bradford experienced moderate population growth, but the city declined in population.

The center of the Region's population growth in the 1950's was the area surrounding St. Marys in Elk County, which like the Bradford area had 25 per cent of the Region's population. The remainder of Region Nine, with the exception of Port Allegheny in McKean County and Shinglehouse in Potter County experienced little or no growth in population during the last decade.

Intercensal county estimates since 1960 show that areas which had exhibited growth during the 1950's (Elk and Cameron Counties) have continued to prosper and areas that experienced a decline (McKean and Potter Counties) in the last decade continue to lose population. Changes in values of taxable real property by municipality, indicate that since 1960 the St. Marys-Ridgway and Emporium areas are continuing to experience most of the Region's population growth, while the remainder of the Region continues to exhibit small losses.

Prospects for Future Growth

Because of the continued high rate of out-migration and relatively static level of regional employment since 1958, the total 1970 population of Region Nine appears unlikely to vary much from 1960. The growing southern portion of the Region is that area closest to the Keystone Shortway. Any major improvements to north-south U.S. 219 might well stimulate additional growth in the St. Marys area to a level which would decisively exceed losses elsewhere in the Region.

Similarly, the scheduled improvements to U.S. 219 between Bradford and New York Route 17 (the Quickway) will assure the reversal of past population declines in the Bradford area. However, this turn about in trend is most likely to occur after 1970 when these improvements are completed.

Thus far, the construction of the Allegheny River Reservoir, along the Region's western boundary, does not appear to have induced any noticeable growth in McKean County. The Outdoor Recreation Resources Review Commission has estimated that the future recreation activities associated with this

reservoir will stimulate 640 new jobs in the McKean-Warren County Area. Just how much population growth results from these seasonal jobs in this area, remains to be seen.

C. Agricultural Trends

Importance of Region's Agriculture

Agriculture in Region Nine makes only a small contribution to Pennsylvania's total agricultural economy. The Region's land supports little agricultural activity and produces only 1.3 per cent of the State's dollar volume of farm products sold.

In fact, the total value of agricultural sales appears to amount to no more than 49 per cent of the (farm sale) value of the Region's food consumption. Agriculture is a significant export industry only in Potter County where production is valued at more than double local consumption. The fact that farm employment accounted for 15 per cent of Potter's total employment further substantiates the conclusion that agriculture plays a relatively important role in this county's economy.

There are a number of reasons for the low level of agricultural activity in the remainder of Region Nine. The Region lacks both large local and export agricultural markets and an adequate primary highway network. In addition, its location in some of the most hilly and broken terrain in the State, with generally poor soils, further hinders production. Consequently, more than four-fifths of the Region's total land is in commercial forest use. In 1959, only 14 per cent of the land was devoted to agricultural use, compared to 41 per cent for the State.

In spite of limited agricultural land, the total value of farm products sold annually in Region Nine increased by 19 per cent from 1949 to 1959. However, during the same period, the value of total State production increased by 30 per cent. Within the Region, McKean and Potter Counties exceeded the average regional increase with gains of 28 and 20 per cent, respectively, while Elk County actually experienced a 7 per cent decline. Potter County led the Region in total value of farm products sold in 1959 with \$5.0 million or 61 per cent of the Region's gross farm income. Together, Potter and McKean Counties produced almost 90 per cent of the total regional farm income with combined annual sales of \$7.3 million. In these same two counties are found 75 per cent of the Region's farms and 86 per cent of its farmland.

In 1959, Region Nine's 1,614 farms constituted 1.6 per cent of the State's total farms while the Region's 286,005 acres of farmland represented 2.4 per cent of the State's farm acreage. Ten years earlier, Region Nine accounted for a slightly higher share of Pennsylvania's farms and farm acreage.

Pasture and cropland constituted 7 per cent of the Region's total land area compared to the State's 28 per cent, but Potter County exceeded the regional average with 12 per cent. McKean and Potter accounted for 87 per cent of the Region's pasture and cropland.

Dairy products provided about 50 per cent of all farm income in Region Nine in 1963. Potter was the leading dairy producer in 1963 with sales of \$3.0 million, or about 58 per cent of total regional income derived from this dominant sector of agriculture.

Vegetables and potatoes were the Region's second most important farm products sold and made up 13.4 per cent of the regional sales in 1963. The importance of this category can be attributed to Potter County's singificance as a potato producer, the fifth largest in the State. In 1963, Potter's potato production amounted to \$990,000.

Agricultural Readjustment

The number of farms and farm acreage has been declining at a relatively fast rate in Region Nine. During the period from 1950 to 1959, the Region experienced a decline of 43 per cent in farm units compared to the State's 32 per cent decline. Both the greatest percentage and absolute declines occurred in McKean County though farms in all counties of Region Nine declined at a faster rate than the State.

Even though the reduction in the number of farms between 1950 and 1959 occurred in all size categories, the greatest loss (55 per cent) was in units of less than 100 acres. The Statewide decline in this category amounted to 41 per cent, partially compensated by an increase of 10 per cent in the number of farms over 220 acres in size (which also declined, by 5 per cent, in Region Nine).

Consequently, the average farm size in Region Nine increased from 130 acres in 1950 to 177 acres in 1959. By comparison, average farm size for the State increased from 96 to 119 acres. Therefore, size of farm units in Region Nine is among the largest in Pennsylvania with Potter leading the State in farm size with an average of 240 acres.

Value of land and buildings per farm unit in Region Nine increased 85 per cent from \$7,293 in 1950 to \$13,470 in 1959, while the State average increased 106 per cent from \$10,371 to \$21,417. In 1960, the average value of land and buildings per acre of farmland in Region Nine amounted to \$76, far below the State's \$184 per acre.

A measure of agriculture's economic health is the improvement in value of farm production sold per farm unit. Although the Region's 109 per cent increase in value (from \$2,419 in 1949 to \$5,062 in 1959) exceeded the 92 per cent increase for the State, the regional figure was still far below the State average of \$7,122 per farm. Only Potter County, with an agricultural income of \$7,105, was on a par with the State. Farm income in the remainder of the Region was considerably below the State figure, ranging from \$4,537 in McKean County to only \$1,999 in Cameron County. The greatest improvement between 1949 and 1959 occurred in McKean County where average farm sales increased 145 per cent.

A crude measure of productivity is the average value of gross farm income per acre of pasture and cropland. In Region Nine, gross farm income per acre of this tillable land increased 53 per cent, slightly below the State increase of 57 per cent. According to this measure, while productivity in the Region is, in fact, increasing, it has not been able to keep pace with the State.

The high proportion of part-time farms in all counties except Potter (50 per cent as compared to the State's 41 per cent in 1959) indicates that many of the Region's farmers depend upon other supplementary sources of income. In Potter, where only 37 per cent of the farms are part-time, job alternatives are limited because of great commuting distances to employment centers. In contrast, manufacturing jobs in Elk County account for the high ratio of part-time farms (81 per cent) and illustrate that when opportunities are available many farmers will leave these marginal farms for steady employment elsewhere.

Future Prospects For Agriculture

If \$10,000 gross income is used as the minimum level for identifying those farms whose economic future appears relatively secure, then 70 per cent of the Region's commercial farms must necessarily be considered marginal as compared to 62 per cent for the State. Thus, the downward trend in the number of farms and farm acreage may be expected to continue in Region Nine as many of these marginal farms are phased out of agriculture.

A slight shift appears under way in the Region from livestock to crop production. In 1949, crops contributed 22 per cent of total farm income. By 1963, this share of total income increased to 27 per cent, possibly indicating a greater emphasis on potato production in Potter County. At the same time, forest products increased from a 1.3 per cent share (\$92,000 value) of total income to a 2.5 per cent (\$258,000). The location of a Weyerhaeuser Corporation Plant, in 1964, in Ridgway, further reflects the increasing importance and use of the Region's timber supply.

In summary, even though total value of agricultural production should continue to increase it will lag behind the State average. An exception is Potter County where farms have tended to be more productive and farmers relatively prosperous compared to the rest of the Region. However, even here, many farmers are going out of business with an average loss of 20 commercial farms per year, due to low milk prices and high costs attributed to poor access to markets. Though drought is not as serious a problem as in northeastern Pennsylvania, the short growing season is. Occasionally a premature frost results in major crop destruction. While potatoes grow well in the cool, moist climate of Potter County, intensive potato farming requires even greater land acreage and mechanization than dairying.

D. Economic Trends

Characteristics of the Regional Economy

Manufacturing has been the dominant industry within the Region and in 1960 accounted for 44 per cent of total regional employment, much greater than the State average of 38 per cent. Within this manufacturing sector, the greatest source of employment was electrical machinery (47 per cent), followed by forest products (furniture and paper products), fabricated metals and primary metals. More than 80 per cent of the total manufacturing employment in Region Nine was found in Elk and McKean Counties.

Though no longer a dominant industry, natural gas and petroleum still employed five per cent of the labor force in 1960, and, together with such other primary industries as coal mining and agriculture, accounted for a significantly higher proportion of employment than in the rest of the State. All other industrial sectors have lower proportions of employment, particularly in services and retail trade.

With 11 per cent of its total resident income earned outside the Region in 1960, Region Nine cannot be considered self-sufficient in the field of employment. In Potter County, this external dependence ran as high as 36 per cent. In manufacturing alone, 9 per cent of the persons employed in 1960 traveled outside the Region to work. With the exception of Cameron, employment in all counties exceeded the total number of county manufacturing jobs. Commuting from Region Nine to jobs located in Olean and Steuben, New York, makes up for much of the deficit of manufacturing jobs. The importance of these external jobs to residents of Potter County is illustrated in the following table.

Persons Employed Outside County Of Residence
1960

County	Number	Per Cent of Employment
Potter	1,107	21.3%
McKean	1,505	8.2%
Elk	667	6.3%
Cameron	128	5.1%

Source: United States Census, 1960.

Between 1949 and 1959, median family income for Region Nine increased 54 per cent from \$3,575 to \$5,509, far faster than the State rate (45 per cent). Although the level of family income was still 4 per cent below the State (\$5,719), it represented the highest income of all non-metropolitan regions in Pennsylvania and indicates the degree to which high-wage industries prevail in Region Nine. Potter County had the Region's lowest median family income in 1959 (\$4,547), while the highest median income was in Cameron (\$6,548) which exceeded the State average by 15 per cent.

Unemployment Trends

The rate of unemployment within Region Nine declined substantially from 1958 (10.3 per cent) to 1964 (6.8 per cent), while the State decreased from 10.5 to 5.8 per cent. All counties in Region Nine experienced reductions in the rates between 1958 and 1964, but McKean had the greatest decrease, from 11.4 per cent to 6.0 per cent.

Labor Force Data
1958-1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	47,500	42,200	5,300	10.3%
1961	45,500	41,000	4,500	10.2%
1964	44,600	41,700	2,900	6.8%
Difference				
1958-1964	-2,900	-500	-2,400	-3.5%

Source: Bureau of Employment Security, Labor Force Data, 1958-1964.

Though regional employment declined (500) from 1958 to 1964, the work force decreased at an even faster rate resulting in a reduction of unemployment by 2,400 persons. Even though jobs increased by 800 in Elk County and 200 in Potter, this was offset by greater job declines in Cameron County (800) and McKean (700).

Components of
Economic Growth

The decline in regional employment between 1950 and 1960 is partially attributed to substantial declines in mining, agriculture, and transportation. During this time, regional employment declined in mining (2,187), mostly in oil and natural gas, except in Elk where this employment was largely coal mining, agriculture (1,346) and transportation (357). Within the Region, serious reductions occurred in all three categories in Elk County; in agricultural and transportation in Cameron County; and in agricultural and mining in Potter County.

Only two industrial sectors showed increases in regional employment exceeding the State growth rates between 1950 and 1960. Employment in communications increased 15 per cent, as compared to about 9 per cent for the State, while regional employment in public utilities gained almost 11 per cent, compared to an increase of only 2 per cent for Pennsylvania. Although the rates of growth in finance, insurance and real estate, services and public administration were considerably below the State average, these three industries were among the highest growth sectors in the Region. Their combined employment rose from 18.5 per cent to total regional employment in 1950 to 21.5 per cent in 1960, which, however, was still below the State average of 27.3 per cent. Employment in wholesale and retail trade remained relatively static.

Industrial Growth Sectors
1950 - 1960

Industrial Sector	Absolute Change In Regional Employment	Per Cent Change For Region	Per Cent Change for Stat
Public Administration	168	17.3%	28.3%
Communications	56	15.0%	8.8%
Finance, Insurance & Real Estate	105	13.4%	29.1%
Public Utilities	80	10.8%	1.7%
Services	481	7.5%	25.1%
Manufacturing	740	4.2%	9.5%
Retail Trade	189	3.7%	5.7%

Employment in the primary metals industry has exhibited the highest rate of growth in Region Nine due to the growth of the powdered pressed metal molding industry in Elk County. The following table lists ten manufacturing industries which experienced substantial growth or decline in employment between 1951 and 1963, and the counties most affected by these changes.

Changes in Manufacturing Jobs
1951 - 1963*

Growth Industries	Employees	Counties Most Affected
Primary Metals	+812	Elk, Cameron
Furniture Products	+158	McKean, Potter
Printing & Publishing	+ 90	McKean, Potter
Declining Industries	Employees	Counties Most Affected
Electrical Machinery	-1,128	Elk, Cameron
Leather Products	- 590	Elk, Potter, McKean
Fabricated Metals	- 550	McKean, Elk, Potter
Lumber Products	- 425	McKean, Elk
Paper Products	- 409	Elk, McKean
Apparel Products	- 265	McKean, Potter
Stone, Clay & Glass Products	- 202	McKean, Elk

Source: Pennsylvania Department of Internal Affairs.

*Change in the industrial classification system has been made during this period in an effort to make all figures comparable with the S.I.C. Code, but absolute accuracy cannot be guaranteed.

In order to determine whether regional trends departed appreciably from general employment trends, Region Nine's experiences over a selected interval of time were compared with data for a four-state area, consisting of New York, New Jersey, Ohio and Pennsylvania. The procedure used, the differential shift technique, is illustrated in the following example. In the four-state area mentioned above, total employment in the primary metals industry declined nearly 26 per cent between 1951 and 1963. If Region Nine had followed the four-state trend, then the Region would have experienced a decline or proportionate shift downward of 110 jobs. Actually, the Region experienced a growth of 812 jobs and the difference between +812 and -110 is termed a "differential shift" of 922 jobs toward a greater specialization in the primary metal industry. This experience, and those of two other manufacturing industries in which the Region has become more specialized, and seven industries in which it has become less specialized, is depicted in the following table.

Differential Shift In Manufacturing Jobs
1951-1963*

Increased Specialization	Decreased Specialization	Number of Jobs
Primary Metals		+ 922
Furniture and Fixtures		+ 186
Petroleum		+ 101
	Electrical Machinery	-1,695
	Paper and Allied Products	- 500
	Leather Products	- 470
	Fabricated Metals	- 358
	Apparel Products	- 222
	Chemical Products	- 138
	Lumber Products	- 121

Source: Pennsylvania Department of Internal Affairs, County Industry Reports.

* Change in the industrial classification system has been made during this period in an effort to make all figures comparable with the S.I.C. Code, but absolute accuracy cannot be guaranteed.

By using the differential shift technique, it is more apparent that Region Nine is becoming more of a specialized center for the pressed powdered metals molding industry, a high-wage scale industry. At the same time, the Region is becoming less specialized in electrical machinery, an industry which is generally growing in the four-state area.

While total manufacturing employment changed very little between 1951 and 1963, there were significant shifts between industries as previously noted. The gain in high-wage primary metals and the decline in medium-wage electrical machinery and low-wage lumber, leather and apparel industries substantially increased the Region's high-wage characteristics.

Proportion Of Manufacturing Employment In
Low, Medium and High Wage Industries

Year	Low Wage (Under \$5,000)	Medium Wage (\$5,000 to \$6,000)	High Wage (Over \$6,000)
1940	26.1%	56.0%	17.9%
1951	13.7%	73.3%	13.0%
1963	9.5%	72.3%	18.2%

Source: Pennsylvania Department of Internal Affairs.

Location of Economic
Problem Areas And
Growth Centers

Considerable change has taken place not only in the type of employment available, but also in its location. Statistics on these locational changes are available for the manufacturing sector only. Major changes in the number of manufacturing jobs between 1951 and 1964, by county, are shown in

the following table.

Manufacturing Job Changes, By County
1951 - 1964

County	Gains	Decline	Per Cent Change
Cameron		-1,343	-46.8%
Elk		-1,227	-14.3%
McKean	+777		+11.5%
Potter		- 17	- 1.5%
Region Nine		-1,810	- 9.4%

Source: Pennsylvania Department of Internal Affairs, County Industrial Reports.

Approximately 45 per cent of the jobs in the electrical machinery industry, the Region's largest manufacturing employer, were filled by women. Although electrical machinery plants were located throughout the Region, the most significant number of jobs (4,424) were concentrated in Elk County, and particularly around St. Marys (3,814). Between 1961 and 1964, the total number of manufacturing jobs in this borough increased by 750 to 5,091, by far the largest growth of employment in Region Nine. Of several large electrical machinery plants in St. Marys, the most significant were the Stackpole and Spear Carbon Companies which employed over 3,500 workers in the early part of 1965. Though not producing as great a volume of carbon products as other areas of the United States, Elk County, and particularly St. Marys Borough can boast that on a per capita basis, more carbon products are produced here than anywhere else in the United States. Such products range in size from the large carbon electric furnace electrodes to the minuscule carbon parts of electronic components, each product demanding different types of skilled labor. In Ridgway and Johnsonburg, where the Stackpole Carbon Company manufactures switches and similar small parts, a high proportion of female labor is employed. In St. Marys, where heavier carbon products are molded and machined, the labor force is predominantly male, thus providing some regional diversity of employment within the Region's specialized carbon industry.

Although the carbon industry's future appears bright because of an increasing demand for carbon products in the new space industry, the past employment trend in that portion of the carbon industry related to electrical machinery has been rather stagnant. On the other hand, the need for cheap metal parts in conjunction with carbon components in the final product has nurtured a growing powdered metal products industry. In this industry, powdered metals are

molded into various shapes and forms under great heat and pressure. This technique provides strong metal parts which can be manufactured cheaply. The growing demand for these metal parts has resulted in an employment of over 1,300 persons, predominantly male, in this high-wage industry in Elk County during the early part of 1965.

In Cameron County, 93 per cent of all manufacturing jobs are found in the Borough of Emporium (1,415) with 84 per cent of the borough's manufacturing employment in the Sylvania Radio Tube Plant (nearly 1,200 employees). Almost half the jobs at the Sylvania Plant are held by women. Because this is the primary source of manufacturing employment in the county many of the men commute to Elk County for employment in St. Marys' factories

Similarly in McKean County, two-thirds of the Stackpole Company's employees in Kane Borough are women. This is counter-balanced elsewhere in the county by the fact that 90 per cent of the Region's employment in fabricated metals (male employing) is centered around Bradford. Here, as elsewhere in the Region, electrical machinery is also a dominant industry.

With the possible exception of Galeton, there is no major manufacturing center in Potter County. More than one-third of the manufacturing employees within the county commute to other areas for employment. In 1964, Galeton had a total of 407 jobs in electrical machinery and approximately 95 per cent of these jobs were filled by women. Male employment in 1960 was highest in the southern half of the county, where commuting from the area is more difficult.

Since 1961, St. Marys has experienced the greatest growth in industrial employment (about 700 jobs) and together with its nearby Boroughs of Ridgway and Johnsonburg represent an industrial complex which appears to offer the best prospects for extensive growth in Region Nine. The only other part of the Region which has experienced any growth in recent years is the Kane area which has shown a relatively modest increase of about 180 manufacturing jobs between 1961 and 1964. These two areas should receive priority consideration for improved highway connections with the Keystone Shortway. However, the already scheduled major highway improvements linking the City of Bradford with the New York State "Quickway" (Route 17) and the Allegheny River Reservoir suggest the likelihood of a second major growth area developing around this city in the northern portion of the Region.

E. Industrial Development

Accomplishments and Expectations

In its effort to promote, finance, and locate industrial facilities, Region Nine is faced with several disadvantages. Perhaps the most limiting factor has been its poor access. U. S. 6 serves as the Region's only east-west artery but this highway is primarily a tourist "shunpike". East-west industrial traffic must depend, in the future, on the Shortway and "Quickway", both located outside of the Region while north-south access between these two routes is continued to the narrow and twisting U. S. 219. If the Region is

to be competitive in the quest for additional industry and successful in retaining existing industry, access to both essential raw materials and markets must be improved.

Out-migration of former employees in the oil, agriculture and transportation industries, while cutting unemployment has also reduced the pool of labor available for industrial expansion. Even though present commuters from Potter County to New York State represent a potential skilled labor supply for industrial expansion within the Region, the lack of an adequate internal highway system makes the expanding St. Marys area virtually inaccessible to residents of Potter County.

The prevailing high-wage level precludes many low-wage industries from locating in the southern portion of the Region. However, established regional companies encourage the search for new medium and high-wage industries, so long as they are complementary to the existing regional economy.

Industrial Development Corporation Funds Raised
1956 - 1964

County	Local Funds
Cameron	\$ 84,107
Elk	251,238
McKean	236,722
Potter	41,850
Total	\$613,917

Source: Pennsylvania Department of Commerce.

Within Region Nine there are eleven separate industrial development organizations. Four of these organizations have raised funds and participated in financing industrial projects through the Pennsylvania Industrial Development Authority. Investments in which P.I.D.A. participated are listed in the chart below.

Pennsylvania Industrial Development Authority
Projects - By County
1956 - 1964

County	Total Projects	Capital Investment	Expected New Jobs
Cameron	1	\$115,000	30
Elk	2	465,000	150
McKean	2	145,000	100
Potter	1	229,534	100
Total	6	\$954,534	380

Source: Pennsylvania Department of Commerce.

Due to the difficulty of raising local industrial development funds through donations in the Region, industrial development organizations generally sell repayable bonds to finance specific projects. A notable exception is the Industrial Council in St. Marys which provides financing for qualifying industrial projects. The bonding method of financing differs from that used in more depressed areas where local industrial development donations receive stronger public support.

Only in McKean and Cameron Counties is there a county-wide industrial development agency. In the remaining counties, various organizations exist which serve an area seldom exceeding four miles from their respective communities.

In spite of many difficulties, industrial promotion efforts are moving ahead. As a part of this program, industrial sites are currently being identified through the combined efforts of Chambers of Commerce, Industrial Corporations and Utilities. Pennsylvania Electric Company and North Penn Gas Company are particularly active in this respect. A limited number of descriptive brochures have been prepared and several of the prime sites purchased or optioned by the industrial development corporations. However, no industrial districts or parks are under development at present.

Through private promotional efforts some companies have expanded or located in the Region. The Weyerhaeuser Corporation Plant in Ridgway with 65 employees and the St. Marys Carbon Company branch plant in Galeton are examples of the success of these efforts. A number of plants have been located in the Region with the use of P.I.D.A. funds, such as the Domtar Chemicals Limited in Ridgway (50 employees), Pure Carbon Company in Coudersport (100 employees) and the Kane Handle Company (50 employees).

Evaluation of Programs

There has been virtually no long-range planning for balanced industrial growth in Region Nine although some attention is now focused on securing employment opportunities for women. Prime industrial property is with few exceptions wholly unprotected from speculation or residential and commercial encroachment.

No county in the Region has availed itself of Pennsylvania Industrial Development Assistance Act matching funds to assist in financing promotional activities. Although this program began in 1956, several organizations still appear to be unaware of its value in promoting new industry. Failure to organize a program to utilize these available funds may further limit industrial development efforts in Region Nine.

Although, as mentioned earlier, Chambers of Commerce, Utilities, and Industrial Development Corporations are cooperating, the failure to pool limited financial resources in order to secure matching funds may be hindering industrial development efforts. Current interest in forming a four-county regional planning commission raises the question whether the various industrial development organizations might not equally benefit by a regional approach to industrial development.

Fortunately, many of the new jobs created in Region Nine between 1951 and 1963 were high-wage employment in the Region's existing primary metals and carbon industries. It appears likely that a significant amount of the anticipated future employment gains may derive from the expansion of these same firms. Further development of the growing space age carbon industry should be supplemented by a search for additional diversification to provide more jobs for women and a more balanced distribution of industry within the Region.

F. Tourist Development

Existing Attractions and Potential Development

Region Nine with its rapidly expanding tourist potential is the home of the Upper Alleghenies Tourist Council which since 1961 has been coordinating tourist promotion in a six-county area consisting of all the counties in Region Nine, plus adjoining Forest and Warren Counties.

Cameron County joined with Clinton County in 1961 in promoting the Bucktail State Park Association. The Potter County Recreation Corporation is at the present time concerned with expanding the present recreation facility at Denton Hill to its full potential and exploring other development sites throughout the rest of the county which could complement the recreation development at Denton Hill. Even though each of these organizations has made some inventory of its own tourist attractions, little long-range planning has yet been done for development of these attractions. The Elk County Recreation and Tourist Council, an exception to this rule, has recently undertaken a formal inventory in preparation of a planned tourist program.

With the completion of the Kinzua Dam, the Upper Alleghenies Tourist Council and Seneca Highlands Association in McKean County can expect greater tourist traffic and a heavier demand for their services. The National Forest and Park Services estimate that two million persons will visit the Allegheny Forest and the Kinzua Dam in 1966. This projection is expected to increase to four million by 1974 and may ultimately approach ten million annual visitors when these facilities have been fully developed. The reservoir impounded by the dam will cover 21,175 acres, thus creating a tremendous potential for tourist development along its extensive shoreline which lies along the McKean and Warren County boundary. The U.S. Department of Agriculture is preparing a comprehensive plan for additional public land acquisitions and facilities and until such long-range plans are complete it is impossible to anticipate which areas of Elk and McKean Counties will be most affected. However, scheduled improvements to U.S. 219 from Bradford to the "Quickway" and the inevitable extension of this highway northward to the Buffalo metropolitan area guarantee that the Region will fully realize its share of the vast tourist potential of the Allegheny River Recreation Area.

In the area of tourist promotion, all counties except Elk have taken advantage of tourist promotion matching funds available from the State, as shown in the following table.

Tourist Promotion Matching Funds
1961 - 1965

Agency	Year	Grants	Used
Bucktail State Park	1961-1962	\$2,800	\$2,000
Association	1962-1963	3,334	2,404
(Clinton & Cameron Co.)	1963-1964	2,128	1,128
	1964-1965	2,203	2,203
Elk County Recreation & Tourist Council	1964-1965	1,194	--
McKean County, Seneca Highlands Association	1961-1962	2,726	2,726
	1962-1963	3,544	3,544
	1963-1964	1,635	1,635
	1964-1965	1,744	1,744
Potter County	1961-1962	1,000	1,000
Recreation, Inc.	1962-1963	1,457	1,457
	1963-1964	1,148	1,148
	1964-1965	1,000	1,000

Source: Pennsylvania Department of Commerce

Although county experiences differ, the Region has shown a 7 per cent decline in the number of hotel and motel rooms as indicated in the table below. These figures do not, however, reflect the qualitative improvements to existing units nor the replacement of older accommodations by new construction.

Overnight Room Accommodations
1961 - 1965

County	1961	1965	Change	
			Numerical	Per Cent
Cameron	175	181	+ 6	+ 3.4%
Elk	419	371	- 48	-11.5%
McKean	868	772	- 96	-11.1%
Potter	673	660	- 13	- 1.9%
Region Nine	2,135	1,984	-151	- 7.1%
Pennsylvania	110,740	116,917	+6,168	+ 5.6%

Source: Pennsylvania Department of Revenue

All of the decline in accommodations can be accounted for by the closure of one older hotel in Ridgway (Elk County) and the purchase of another in Bradford by the University of Pittsburgh to serve as a dormitory for its branch campus located there. Two large motels with combined facilities of 160 rooms are now under construction in Bradford, which will more than offset the declines in McKean County during the last five years.

In contrast to the decline of overnight accommodations, vacation homes have shown a phenomenal growth in the Region, particularly in Elk County, which experienced a growth of 292 per cent (788 homes). Only two counties in Pennsyl-

vania, Cameron and adjoining Clinton, declined in the number of vacation homes between 1950 and 1960. This highly unusual event is attributed locally to one or more of the following reasons: the area's general inaccessibility from large urban areas compared with the competitive advantages conferred on other areas by the State's improved highway network, the fact that some of the counties most promising areas are precluded from recreational development because of State ownership and short-term lease requirements, the national shift from an individual hunting to a family-type recreation.

Vacation Homes
1950-1960

County	Year		Change	
	1950	1960	Numerical	Percentage
Cameron	410	275	- 135	- 32.9%
Elk	269	1,057	+ 788	+292.9%
McKean	373	794	+ 421	+112.9%
Potter	836	1,548	+ 712	+ 85.2%
Region Nine	1,888	3,674	+1,786	+ 94.6%
Pennsylvania	47,248	85,129	+37,881	+ 80.2%

Source: 1950-1960 United States Census of Housing

Local tourist agencies familiar with the Region report that much of this growth is occurring along Sinnemahoning Creek in the Denton Hill area and in numerous private enclaves within and along the edge of the Allegheny National Forest, and advise that the rate of growth has increased very rapidly since 1960. In Elk County, a search of the county tax records by the TPA revealed the fact that the number of vacation homes had doubled since 1960. The general lack of subdivision, housing or zoning controls has allowed the development of many substandard vacation homes on inadequate sized lots with the result, local tourist promotion groups feel that a blighted environment may be created which could inhibit future development in many areas.

The Bureau of Outdoor Recreation Study recommends that the Secretary of Agriculture spend up to \$1,400,000 to acquire those private holdings within the Allegheny National Forest needed for public use. If these private vacation homes are to be replaced outside the National Forest, there should be a preliminary plan designating appropriate areas and related tourist commercial facilities.

There are no historical sites in the Region presently administered by State or Federal agencies. However, at least two such properties are proposed for acquisition or preservation in Potter County. One is a lumber museum proposed near the Denton Hill ski lodge. The other concerns the reconstruction of part of the communal Scandinavian Village built during the 1880's and includes reconstruction of the controversial "Ole Bull Castle". The Potter County Recreation Corporation believes that both sites could attract many visitors each year if they were properly developed and promoted.

Evaluation of Local Programs

Region Nine tourist promotion groups, such as the Upper Alleghenies Tourist Council, are jointly coordinating regional promotion efforts in conjunction with Chambers of Commerce, utilities, tourist promotion agencies and private individuals. Although goals are being identified and tourist programs promoted with the modest financial resources available in this

sparsely populated Region, little long-range development planning is yet evident. If Region Nine is to receive maximum benefit from an expanded tourist industry, additional commercial attractions and facilities must be planned and developed. Thus overnight accommodations, restaurants, service facilities and camp grounds as well as a wide range of recreation facilities must be established.

The Region's greatest future challenge is the Allegheny Reservoir and its associated recreation area. Inevitably, competition between counties and regions for the tourist dollar pose the danger of a Pocono-like development of uncontrolled billboard blight and roadside commercial proliferation. Only a cooperative regional approach to impact planning and development standards can insure that northwestern Pennsylvania avoids those pitfalls. The Upper Alleghenies Tourist Council might well represent the appropriate organization for this coordinating task.

G. Open Space and Recreation

Existing Public Open Space

There are 578,000 acres of State owned forests, fish, game and park lands in Region Nine. This acreage amounts to more than eighteen times the State average of 270 acres per 1,000 population. The most intensively used facilities are the seven existing State Parks with 3,000 acres which provide

Region Nine with an average of 26 acres of State Park land per 1,000 residents, nearly twice the Statewide average and slightly more than the generally accepted standard of 25 acres per 1,000 population.

Existing State Park facilities in the Region are Sizerville (Cameron and Potter), Denton Hill, Lyman Run, Ole Bull (all in Potter), Sinnemahoning (Cameron), Elk and Bendigo (both in Elk County). Between 1953 and 1964, there was a dramatic ten-fold increase in the annual number of tourists visiting the Region's State Parks, from 65,000 to 600,000.

Existing and Proposed Public Recreation Land (in Acres)

County	Existing				Proposed			(1)
	State Forests	Fish and Game Lands	State Parks	Local	Fish and Game Lands	State Parks	Local	
Cameron	118,618	12,763	635	---	----	---	---	
Elk	73,284	59,605	134	---	----	---	180	
McKean	5,619	20,634	---	---	----	500	310	
Potter	266,712	17,905	2,282	---	250	---	---	
Region Nine Total	464,233	110,907	3,051	---	250	500	490	
Acres/1,000 Persons (2)	---	---	26.3	---	---	30.0	4.1	

(1) Using letters of interest submitted by local government units under PROJECT 70.

(2) Using 1960 Census and State Planning Board's 1980 Projections.

State forest lands account for roughly 80 per cent of the State owned land and almost four-fifths of these State forests are located in the eastern portion of the Region in Cameron and Potter Counties. Associated with these lands are four State Forest Picnic Areas which total 65 acres, all except one located in Potter County.

In addition to the State owned forest lands, Elk and McKean Counties contain 240,000 acres of the Allegheny National Forest. This facility attracted 1,540,000 visitors in 1963, an increase of about 440,000 since 1959. As previously mentioned, the development of the recreation area associated with the Kinzua Dam and the National Forest, may ultimately attract ten million visitors. The East Branch Clarion River Reservoir, built by the Corps of Engineers, along the Elk and McKean County border, serves about 125,000 persons annually.

Proposed
Development

The Department of Forests and Waters proposes to acquire 500 acres of land for the development of the Kinzua Bridge State Park in McKean County, which, when completed, will have 50,000 visitors each year. About 250 acres will also be acquired by the Pennsylvania Fish Commission under PROJECT 70 for the Oswayo Springs project in Potter County.

The City of Bradford, Lewis Run Borough and Ridgway Township (all in Elk and McKean Counties) have indicated their desire to obtain a total of 490 acres of local park lands under the PROJECT 70 program. The projected total acreage for 1980 of 4 acres per 1,000 population, falls far short of the desired standard 15 acres, but this deficit is not too serious in light of the high ratio of State and Federal recreation land available or proposed for Region Nine. Cameron and Potter Counties have thus far failed to respond to the opportunities offered by PROJECT 70. The lack of data about existing local recreation land in the preceding table results largely from the 1964 Bureau of Outdoor Survey's failure to survey most of the Region's smaller municipalities.

H. Public Health

Major Health
Problems

Region Nine can attribute some ground water pollution problems to the uncontrolled abandonment of early oil wells, prior to current legislation requiring proper sealing. These improperly sealed wells have resulted in pollution from oil and sodium chloride brine seeping into underground water bearing rock strata. These problems are particularly acute in McKean County where many oil wells are located. The limited permeability of some shale soils also results in the malfunction of individual septic tank systems and contributes to ground water pollution through the contamination of surface waters that seep into the underground water supply.

Because of the dispersed location and small population of most communities, the financing of sewer and water facilities constitutes a great economic burden. Many of these small trade centers are faced with both the problem

of preventing further pollution of their local ground water supply and the necessity of building public water systems. The following table indicates the number of persons in Region Nine that are not served by sewers and treatment plants.

Sewage Treatment
1965

County	Population	Pop. Served By Sewers	Pop. Served By Treatment	% Without Sewers	% Without Treatment
Cameron	7,856	3,397	3,397	57%	57%
Elk	37,328	19,418	14,452	48%	61%
McKean	54,517	32,429	19,029	40%	65%
Potter	16,483	6,423	1,646	61%	90%
Region Nine	116,184	61,667	38,524	47%	67%
Source: Pennsylvania Department of Health					

Within the Region, Potter County has the highest portion of population without sewer source and a considerably larger portion without sewage treatment systems. Coudersport is currently discharging raw sewage into the headwaters of the Allegheny River. Kane, in McKean County, is under orders of the State Health Department's Sanitary Water Board to provide sewage treatment facilities, instead of discharging raw sewage, as at present, into the Corps of Engineers recreational reservoirs. Both Kane and Johnsonburg, which is still discharging raw sewage into the Clarion River in Elk County, have requested Appalachia Fund assistance to plan and construct adequate treatment facilities. Low stream flows during the summer months further aggravate the sewage effluent disposal problem. Thus a potential threat to recreational and water supply use exists in Region Nine which will become more serious with expansion of population into areas where treatment is not provided. With only a limited amount of heavy industry located in this Region, little industrial stream pollution is experienced at the present time, though pollution periodically occurs at the tannery in Coudersport and the paper plant in Johnsonburg.

Due to the low concentration of population, solid waste disposal has been only a minor problem in Region Nine. Steps are being taken to prevent the emergence of major health problems by providing low cost waste disposal. For example, the City of Bradford is currently operating an incinerator and its surrounding townships are exploring the possibility of joining the borough in a cooperative use of this facility. In McKean County, an environmental health study for Kane Borough is under way and in Potter, a county-wide solid waste disposal system is being considered.

There are no serious problems of air pollution, except the one associated with the paper plant in Johnsonburg which has been correcting its problem in cooperation with the Pennsylvania Department of Health. Minor problems of odor and smoke pollution occur from the release of gas and oil well fumes and where occasional "flaring" or burning of this waste still continues.

Existing and Proposed
Corrective Programs

Few municipalities in Region Nine have adopted subdivision regulations requiring large lots for septic tank system disposal or the provision for sewers in rapidly growing areas. Unfortunately, the slow growth of resident rural population in the Region and competition between municipalities for seasonal and vacation homes has inhibited local communities from adopting such protective codes and ordinances. Inter-community sewer and water facility planning and development will require both county-wide ordinances and additional outside financial assistance if the greater costs related to low population densities and rugged topography are to be overcome. Planning to prevent health hazards should be initiated now so that the private vacation home developments stimulated by such public recreation facilities as the Allegheny River Reservoir and its associated recreation area do not result in the type of problems now facing the Poconos.

As a step in the direction of broad comprehensive health planning, a number of studies on refuse disposal, ground water pollution, sewage disposal, and pest control are being undertaken in Kane, Coudersport and Johnsonburg. It is hoped that through these studies, local health problems can be more accurately defined with recommendations for action to be taken now to prevent future health problems.

I. Education Programs

School District
Consolidation

All school districts in the State are undergoing a consolidation pursuant to the School Reorganization Law of 1961 (Act 561), as amended by Act No. 299, Session of 1963. The original law required that new districts be based upon a minimum 4,000 pupil average daily membership, although in appeal cases a level of 2,500 pupils has generally been accepted. The new districts are to be determined by a combination of such considerations as socio-economic factors, transportation, existing school buildings, existing districts and potential population change. Some of the benefits which are hopefully looked for are:

1. More logical alignment of attendance areas
2. Elimination of overcrowding and under-utilization of facilities
3. Greater economy of administration
4. More versatility in educational programs
5. Overcoming some of the current financial inequities which exist between the tax base of individual districts and the inability of some districts to provide sufficient funds.

It is the County School Board that delineates the new school districts in each county and after public hearings, submits these consolidation plans to the State Board of Education. These proposed districts will take effect in 1966 if approved by the State Board of Education. In the meantime, appeals for retaining the status quo may be made by the aggrieved districts to the County School Board and to the State Board of Education.

Although the Region's existing 15 districts will be reduced by only one in Elk County, the School Redistricting Law is a step towards greater efficiency in educational administration.

The combination of sparse population, together with large school districts usually means long distances for bus travel and a great deal of time spent by each student commuting to and from school. To reduce commuting time, as far as practical in Region Nine, school districts have been delineated around urban centers. One exception is Mount Jewett Borough that must transport its high school students through another district to Kane Borough. Where school districts have been delineated around urban centers, this action has achieved the goal of balancing the financial burden between urban and rural areas to equalize the tax base per pupil. Due to the small size of the Region's urban centers and the general uniformity of its social and economic characteristics, little difference exists between school districts relative to curriculum or percentage of high school graduates entering college.

Long-range Planning

Though no master plans for school district development are contemplated at the present time in Region Nine, the State Board of Education may adopt a policy of requiring all school districts to plan ahead. In the meantime, only those districts that wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Because local school districts have traditionally postponed acquisition of school sites until building needs become urgent, they have not taken advantage of this program nor have they developed long-range plans. Since the Region has been experiencing a decline in population, little pressure has been exerted for advanced acquisition of school lands, except in the Region's few important urban centers. Unfortunately, the lack of advanced comprehensive planning programs in the Region has prevented school districts from receiving continuing planning assistance in determining future enrollment projections and location of future population.

Higher Education

Since the passage of the Area Vocational Technical School Act, in 1963, which established administrative procedures and financing for technical high schools, business and industrial groups have promoted the development of such facilities in Region Nine. These groups realize the importance of a skilled labor supply in attracting new industries and expanding the Region's existing high-wage industries. Such training programs can help offset the drain on the skilled labor supply created by continuing migration from the Region.

McKean County has already been approved as an attendance area and exploratory discussions are under way with the intention of establishing a program. In addition, Elk and Cameron Counties have each been studying the possibility of creating a vocational-technical high school in their respective counties, but only a limited interest has as yet been shown in this program in Potter County.

Region Nine has been cited in the State Board of Education report, Community College in Pennsylvania as an area which "badly needs a low cost comprehensive institution". This report further projects a four-county community college enrollment potential of around 700 students by 1970. Interest has been expressed in Elk and Cameron Counties for the location of a community college close to their population centers in the southern part of the Region.

The University of Pittsburgh has established a branch campus in Bradford, providing the only college facility available at this time within the Region. With preliminary plans now complete for clearing parts of a 38 acre tract in Bradford, the University anticipates expanding its present enrollment facilities to a four year program.

J. Highway Planning

Existing Highway System and Proposed Improvements

U.S. Route 219, passing through Region Nine, forms one of the few major north-south routes in Pennsylvania. The southernmost portion of this route has been designated for improvement as a development highway under the Appalachia Program and will be reconstructed by 1969 as a four-lane limited access

facility from the Maryland border to Ebensburg, a few miles north of Johnstown. The Department of Highways hope to be able to extend this improvement of U.S. 219 north to intersect with the Shortway east of DuBois within the next twelve years. However, north of the Shortway between the Cities of DuBois and Bradford, this route is in equally poor condition. The worst section between Brandy Camp and Boot Jack Hill is currently being improved to a twenty-four foot pavement. At Boot Jack Hill, U.S. 219 plunges down a very steep grade into the Borough of Ridgway, and it is on this slope that trucks frequently lose control and either overturn in the ditch along the highway or crash into homes located on the edge of the town. Recognizing the need for a bypass around this steep hill and the Boroughs of Ridgway and Johnsonburg, the State Highways Department is now working on plans for a general relocation of this section of U.S. 219, west of both boroughs and the steep hill. Further north, a seven mile bypass around Bradford, four-lane limited access will be built to connect with the New York State line, where a new two-lane road (with right-of-way reservation for expansion to four lanes) will continue north to intersect with New York's Route 17 "Quickway". The New York State Highway Department expects that the U.S. 219 improvements will eventually be extended north of New York 17 towards Buffalo where it will join a new limited access expressway already completed halfway south from that city. Acquisition of the necessary rights-of-way for the Bradford bypass will begin soon. Because this route passes through the narrow valley in which the city is located, it necessitates eliminating several residences and threatens to impose a severe physical barrier to movement within the valley unless sufficient over-passes and under-passes are provided.

One other regional highway improvement which will add to the accessibility of the Allegheny Reservoir recreation area has been the recent upgrading of an eight mile section of a narrow two-lane township road into a twenty-four foot highway and renumbered Route 59. This road connects the western portion of McKean County (Marshburg) and U.S. 219 with the Kinzua Dam. In addition, Route

54 now greatly shortens travel time between Warren and Smethport, compared to U.S. 6 which swings south toward Kane, and undoubtedly will assume a major traffic load.

U.S. 6, the Region's major east-west highway which traverses rough terrain through McKean and Potter Counties is now scheduled for improvements along individual segments. One of these, a ten mile section is scheduled to be improved during the next six years between Port Allegheny and a point east of Roulette. The existing inadequate road will be improved and widened. Further east in Potter County, better connections between the private Potato City recreation development and Denton Hill State Park will be provided by similar highway improvements.

Scenic U.S. 120, following the gorges carved out by the Sinnemahoning Creek and the West Branch of the Susquehanna River is known as the "Bucktail Trail", and provides the only major highway access to Cameron County and western Clinton County. At the present time, sharp turns and narrow sections along this highway severely limit its commercial and industrial uses.

Highways and Future Regional Development

Future development of the Region hinges upon ultimate improvements to three major highways. These are the north-south U.S. 219 and east-west U.S. 6 and 120. The Region's most pressing economic development requirement is the completion of a high-speed link along U.S. 219 between the Keystone Shortway and the New York Quickway. The State Highways Department originally included this route among the proposed Appalachian Act Development Highways, but it was subsequently cut back to include only that segment in Somerset and Cambria Counties. Whenever funds permit, improvements to this road should receive the highest priorities in order for the Region to fully benefit from its recreation potential and to provide the industrial growth centers near St. Marys, Kane and Bradford with access to rapid east-west transportation routes.

U. S. 6 continues to be improved across the State on a piecemeal basis. The State Highways Department has proposed that this road be included in the Scenic Highway System and ultimately developed as a four-lane limited access facility. As yet, no unified plan exists for the entire route, nor any assurance that current improvements can be incorporated into the future highway with its higher standards. Although the Highways Department is currently designing individual segments with regard to the road's scenic function, this function may well be jeopardized by roadside commercial proliferation, resulting from lack of access and billboard control.

Another requirement for the Region's development is improved access to the flourishing Susquehanna Valley near Williamsport. Improvements to U.S. 15, passing southward through Tioga and Lycoming Counties, may increase accessibility from Potter County, but is of little use to Cameron. The primary concern of Cameron County is U.S. 120, which has also been proposed as a "scenic highway". Highway improvements, between Emporium and Lock Haven would permit greater use of Route 120 by commercial and industrial traffic, but such use might

well jeopardize the highway's scenic quality. A conflict appears likely between the economic development requirements of tourism and those of industry, though the best of contemporary highway designs might meet both requirements in a single facility-especially in an area of such rugged topography. Unfortunately, the staggering construction costs due to this topography appear to exclude any prospects of improvement to Route 120 during the current six-year improvement program.

K. Central City Planning

Central City Development Trends

Five of the Region's most important urban centers are Bradford and Kane in McKean County, Coudersport in Potter, St. Marys in Elk and Emporium in Cameron. The development trends for these communities are shown in the following table and described in the succeeding paragraphs.

Urban City Development Trends

Growth Center	Population 1950-1960	Deteriorated & Dilapidated Housing-1960	Real Property Change 1960-1964	Manufacturing Jobs 1961-1964	Retail Sales 1958-63
Bradford	-13.2%	28.7%	- 2.6%	+ 0.1%	+ 5.3%
Coudersport	-10.0%	38.6%	- 5.7%	- 0.4%	- 1.5%
Emporium	- 6.8%	20.9%	+ 5.6%	-11.5%	+16.4%
Kane	- 5.7%	27.9%	- 0.8%	+13.7%	+24.6%
St. Marys	+ 2.8%	11.8%	+ 9.2%	+17.5%	+19.8%

NOTE: The 1960 population figures for the above communities were: Bradford 15,061; Coudersport 2,889; Emporium 3,397; Kane 5,380; and St. Marys 8,065.

Between 1950 and 1960, the Region's largest center, the City of Bradford, with 15,000 inhabitants, experienced the greatest numerical and percentage loss of population. Most of these former residents of the city have moved to the surrounding townships, (as has also happened around Emporium and Coudersport). The city's manufacturing employment has remained stable since 1961 and there has been a modest decline of taxable real property (\$1.2 million).

St. Marys has been the only one of these urban centers to experience any population growth in recent years. This borough also enjoyed a substantial increase in real property values of more than \$2 million, largely due to industrial expansion which resulted in an increase of 753 jobs between 1961 and 1964 and an increase in retail sales of \$2.4 million since 1958. Of these five communities, St. Marys had the lowest proportion of poor housing, with 12 per cent of its housing classified as unsound, in the 1960 census. The remaining four centers all exceeded 20 per cent, with Coudersport approaching a staggering 40 per cent. Coudersport was the only one of the five centers

which showed a decline in retail sales (\$100 thousand), and coupled with the declines in population, real property values and the static level of its manufacturing jobs reflects the general economic conditions of the eastern portion of Region Nine.

Kane, also experienced declines in population and real property values, but registered a modest increase of about 100 manufacturing jobs and the second greatest increase in total retail sales (\$1.9 million). This latter gain can be attributed, in part, to the services Kane provides for Allegheny National Forest visitors.

Emporium was the only other center besides St. Marys to show an increase in real property values (about \$500,000). This Borough experienced a decline of 250 people during the last decade and may still be losing population since manufacturing jobs have declined by nearly 185 since 1961. However, these losses have not been reflected in retail sales which continue to increase (\$1 million since 1958).

Planning and Development Programs

Bradford, the largest urban center in Region Nine, recently created a council manager form of government and hired a city manager. In 1963, a comprehensive plan for the city and two adjoining townships was completed which recommended a program of rehabilitation for the downtown area, including the provision of public housing and creating additional parks. This concentration on downtown renovation stemmed from the realization that future industrial development would most likely occur outside the city because of the general inability of the city to annex extensive areas of the surrounding townships.

Since the completion of the comprehensive plan, a community renewal program has begun in which methods of financing the desired city improvements are being studied and an active urban renewal program is under way. The "commercial center" project which involves the clearing of nearly six acres of deteriorated commercial structures and the construction of a new department store and four or five auxiliary stores will help rejuvenate the city's downtown commercial activities. The "Allison Street" redevelopment project calls for additional clearing of dilapidated commercial structures. This seven acre tract will ultimately house a downtown motel and provide additional off-street parking facilities.

Bradford has a housing shortage, particularly in the lower-priced category and a high degree of unsound structures (30 per cent). While these redevelopment projects will dislocate only a few people, the city is proposing to provide 200 housing units for low rent tenants and the elderly in an area a short distance from the central business district.

The proposed expansion of the University of Pittsburgh campus for an ultimate enrollment of 1,500 students will be made possible by the clearance of 38 acres of deteriorating housing for construction of new dormitory and classroom facilities. Of greater significance to the city is the possibility that the city's \$500 thousand investment in acquiring the old Emery Hotel can be credited toward the local share of any redevelopment projects now under way or proposed for the future.

All of these urban renewal projects will eventually improve the city's tax base, but this may take considerable time. In the meantime, Bradford will seek to conserve its existing tax base by enforcing its housing code and requiring that dilapidated structures be repaired or torn down.

So far as central city-suburban relations are concerned, Bradford still insists that suburban areas wishing to receive water from the city's water authority must first be annexed. This impasse has led to proposals for consolidation of city and township governments which have received little township support. However, township sewer lines continue to be connected to the city's system and sewage disposal plant. Fortunately, Bradford's sewage disposal plant was designed with the capacity to handle all sewage within the surrounding area.

The City of Bradford is the only urban center in Region Nine with an urban renewal program. Though comprehensive planning studies were completed for Johnsonburg, and Ridgway in 1964, little has been done to effectuate the plans. While planning studies were under way, frequent contacts were made with the State Highways Department to agree upon the relocation of U.S. 219 in order to provide safer and easier access to these two boroughs. The latest proposals of the Highways Department now indicate a different right-of-way for relocating U.S. 219 than is shown in the two borough plans.

St. Marys has benefited from the increased demand for heat resistant and other carbon products related to new space age industries. With consistent prosperity and ample space within the borough for industrial expansion, the community had not previously seen the need for planning. However, recently more attention has been drawn to St. Marys dwindling ground water supply which is also of poor quality. In addition, U.S. 120 and State Route 255 intersect in the central part of the borough which combine with a railroad obstruction through the central part of town to create traffic congestion. As a result, the borough and its surrounding townships have recently embarked on a comprehensive planning program by hiring the same planning consultant who prepared plans for Ridgway and Johnsonburg, and an engineering firm to study the downtown highway system and the area's water resources.

Because they are more remote, little appears to have been done in planning or redevelopment in Emporium and Coudersport, which are the small urban centers for their rural counties. Kane, an equally small and isolated borough, is about to undertake a comprehensive planning program in association with its surrounding Wetmore Township, but in this case is turning to the McKean County Planning Commission for technical guidance. The prospect of providing such planning assistance for the many other still smaller communities in Region Nine appears increasingly dependent on the services of newly formed county and regional planning commissions.

L. County and Regional Planning Programs

County Planning Accomplishments

In recognition of the need for coordinating individual community development efforts with over-all county-wide goals, County Planning Commissions have been established in each of the counties of Region Nine. Cameron County's Commission was established in January 1962, the first within the Region, followed by the organizing of commissions in Elk, McKean and Potter during the same year. Because of McKean County's ability to budget \$20,000 for planning purposes at this time, the county was able to proceed immediately with its planning program.

As a first step, the County Planning Commission selected a planning director who subsequently prepared a planning program that called for a planning consultant to prepare the economic, population and highway sections of the comprehensive planning report, while the staff prepared the rest of the report. The county planning staff has also completed an extremely original recreation study that identifies the recreation needs of a largely rural, small-town county - the only study of this nature yet attempted in Pennsylvania. Unfortunately, the consultant has not been able to complete his assignment on schedule and the county planning commission proposed small, three-man staff may be required to finish the consultant's work. The County Planning Commission has applied for Federal urban planning assistance funds to help finance their continuing county program. In addition, the limited staff will also prepare the comprehensive plan for Kane Borough and Wetmore Township. Even with this heavy work program, the commission hopes to complete the county's comprehensive plan within one year after they are fully staffed. County subdivision regulations have already been prepared and it is anticipated that they will be adopted shortly.

In Elk, Cameron and Potter Counties, progress towards a planning program has been much slower because these counties have been unable to hire executive directors to initiate their county planning programs. However, the Cameron County Planning Commission, without professional help, worked cooperatively with the Cameron County Industrial Planning Corporation in collecting and analyzing county economic data for their over-all economic development program report. Much of this data and analysis will undoubtedly be used in the county comprehensive planning study to be undertaken shortly by a planning consultant.

In Elk County, a consultant will prepare the county comprehensive plan, drawing on information gained from his prior planning work in Ridgway Borough, Ridgway Township and Johnsonburg Borough. When the county planning study commences, the same consultant will also prepare comprehensive plans for Benzinger Township and St. Marys Borough, and thus, in effect, he will be able to coordinate county and local planning activities.

Potter County will also soon begin their planning program by having a planning consultant to prepare their county plan.

Applications for Urban Planning Assistance funds from Elk and Cameron Counties are currently being processed by the Federal Urban Renewal Administration.

Work programs and cost estimates are being worked out for McKean and Potter Counties so that these may also be submitted for Federal review.

Proposed Regional
Planning Program

Due to the inability of these sparsely populated counties to hire their own full-time planning directors, they have chosen planning consultants to prepare their comprehensive plans. At the same time, they recognize that coordination of planning activities among the four counties of

Region Nine is desirable and that planning should remain a continuous regional responsibility and not terminate with the completion of individual county plans.

With this in mind, the Bureau of Community Development field staff has promoted combined meetings among the four counties of Region Nine to discuss the possible establishments of a four-county regional planning commission. The formation of a regional planning commission has been proposed and a tentative budget, financed primarily by Federal Urban Planning Assistance funds, established under the proposed program, the individual counties would have two members each on the regional planning commission and these representatives would in turn specify the services to be rendered by the commission. Generally, the regional commission would be the spokesman for the Region on matters of common interest in their working relationship with the State or Federal governments. The initial services of this regional planning commission would be: to coordinate the elements of the separate county plans; maintain communications with State and Federal agencies and among the affiliated counties; supervise the planning consultant's programs in Cameron, Elk, and Potter Counties for the Bureau of Community Development; and prepare a program for continuing planning and development activity in the Region.

It has been proposed that one-quarter of the McKean County Executive Director's time plus part-time secretarial help be used to carry on the regional program. Total anticipated costs for the first year of the regional program would amount to \$8,900. However, most of this would be paid to the counties by the Bureau of Community Development for administration of the county-State planning contracts, leaving a very small amount of money to be paid by each county for regional services rendered.

Regional Planning
Evaluation

The creation of a regional planning commission offers many advantages among which are: the economies involved in supervision of four county consultant contracts; the coordination of programs between counties and forging of a single plan for over-all regional development; and, gradual develop-

ment of a resident professional planning staff serving all four counties on a continuing basis.

Perhaps the greatest potential challenge to the regional commission will be found outside the traditional urban physical development preoccupations of metropolitan planning. In this largely undeveloped 3,300 square mile rural area, the role of regional economic development planning and formulation of regional goals for natural resource development, tourism and recreation, highways, industrial development, and Appalachia program investment may also have to be filled by the regional planning commission.

If the regional commission is to assume this comprehensive planning function, some organizational mechanism should be established to insure participation by both such other local organizations as those concerned with industrial and tourist development, and those State agencies whose programs are closely related to various aspects of broad regional development.

REGION NINE INTERVIEWS
September 20-24, 1965

CAMERON COUNTY

L. G. Barnes	Chief Assessor
Earl Bingamin	Secretary, Bucktail State Park Association
John Cuneo	Emporium Industrial Development Committee

ELK COUNTY

James Lindsey	County Superintendent of Schools
Rex Loder	Chairman, Johnsonburg Borough Planning Commission
L. A. Polliard	Chairman, Ridgway Planning Commission
Francis Shaffer	Chief Assessor
C. M. Skillington	Secretary, Elk County Recreation Council
Arthur Toronski	Chairman, St. Marys Planning Commission

McKEAN COUNTY

Albert Clark	Chief Assessor
John Desmond	Manager, Bradford Area Chamber of Commerce
C. F. Feit	County Superintendent of Schools
R. C. Garvin	Secretary, Seneca Highlands Association
Milton Lopus	Director, Bradford Redevelopment Authority
Samuel Manno	Secretary, Kane Area Industrial Corporation
Paul McCauley	Bradford City Manager
Philip Waring	Director, McKean County Planning Commission

POTTER COUNTY

Charles Buchanan	President, Coudersport Industrial Development Corporation
Jack Frederick	Director, Potter County Recreation, Inc.
F. W. Gunzberger	Chief Assessor
Henry Martinson	Secretary, Coudersport Chamber of Commerce
Garner Mitchell	County Extension Agent
John Rigus	Chairman, Coudersport Chamber of Commerce Industrial Development Committee
Carl Roberts	Potter County Commissioner

REGIONAL PERSONNEL

John Antonini	Regional Representative, West Penn Power Company
George Failey	Executive Vice President, North Penn Gas Company
James Hite	Labor Market Analyst, Bureau of Employment Security
John Huber	Labor Market Analyst, Bureau of Employment Security
Robert M. Hopkins	Planner, Bureau of Advanced Planning, Pa. Dept. of Highways
Robert Raemore	Regional Sanitarian, Pa. Department of Health
Gary Triplett	Regional Air Pollution Engineer, Pa. Dept. of Health
Paul Weithman	Labor Market Analyst, Bureau of Employment Security
Marlin Wilt	Regional Sanitary Engineer, Pa. Department of Health

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— Reconnaissance —

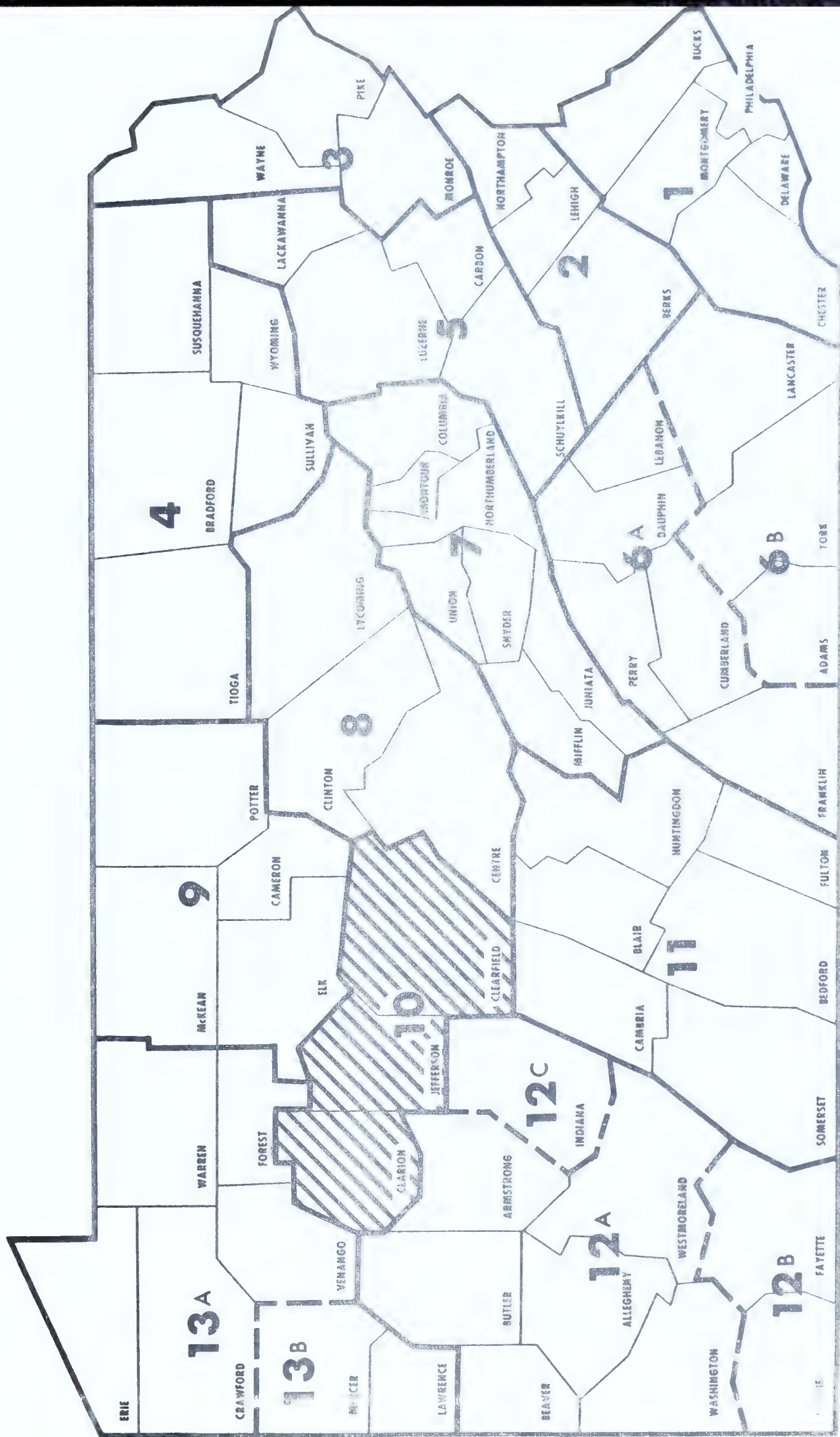
REGION — 10

PENNSYLVANIA STATE PLANNING BOARD

a staff working paper — November, 1965

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STATE PLANNING REGIONS



REGION TEN

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NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board Staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION TEN

Part I DEVELOPMENT TRENDS

A. Regional Setting

Common Characteristics of Region Ten

Clarion, Clearfield and Jefferson Counties comprise one of the least accessible Regions in Pennsylvania. It occupies the plateau country between the Allegheny River on the west and the escarpment of the Allegheny Front on the east. To the north is located the densely forested and sparsely inhabited sections of the Allegheny National Forest. During much of the early history of the State this area was largely bypassed by settlers traveling into Ohio along routes south of the Region. This semi-mountainous forest wilderness could not attract those early pioneers searching for fertile farmlands. As forests in the more populated areas to the south and east were depleted, this Region began to assume economic importance.

The history of Region Ten has been dominated by extractive industries. Timber resources of white pine and hemlock rapidly stimulated an influx of population and as a result small lumber villages developed along the major streams throughout the Region. The discovery of bituminous coal provided further impetus to settlement and has shaped the recent history of the area. Oil and natural gas fields, both located in the western portion of the Region, have at various times spurred short-lived economic prosperity and development. Rich clay fields, extending from north to south through the Region, have encouraged clay-brick companies to spring up in central Clearfield County and the strip mining of this clay has added to the scars created by the bituminous coal mining in the County.

The Region was settled from both the east, along the West Branch of the Susquehanna River, and from the west, along the Clarion River and other tributaries of the Allegheny River. These rivers were for much of its early lumber and coal history, the Region's most important transportation arteries. A turnpike from Sunbury to Erie passed through the Region and provided access to the resources of the area.

Many communities developed as a result of the coal industry. Today, the Region's economic opportunities are limited by the depletion of its original forest resources and the decline of the coal industry. Unemployment is substantial and the Region's geographic location within the State, distant from urban centers, hinders development.

The Region depends upon recreation to provide income for many of its small-town merchants and farmers. The area is a favorite sportsmen's paradise for both hunting and fishing. As a consequence, employment is generally about 3 per cent, or 1,500 jobs higher during the summer than in winter time.

Significant out-migration from the area has resulted in population losses since 1940. This high exodus rate has been decreasing since 1960, and there have been minor population gains in some portions of the Region.

General farming on relatively poor soil has produced subsistence type agriculture. Much of the early farming history was based upon local demands by the lumber and coal industry and today some farmers augment their income by tapping the forest resources during the winter months.

The most important factor drawing together the three counties will be the Keystone Shortway. This highway will reduce travel time between the counties for commuting and shopping but will create common problems of land development control at the Region's important highway interchanges. The best solution to coordinating over-all development may take the form of a three-county regional plan.

Relationship to
Surrounding Regions

There is some commuting from the more populous southern half of Region Ten into regions to the south and west - particularly to Johnstown, Altoona and Pittsburgh. Similarly, some residents of the northern portion of the Region find employment opportunities in the relatively prosperous area near St. Marys and Ridgway in Elk County (Region Nine). Of particular importance to eastern Clearfield County, State College provides many jobs for commuters from this part of Region Ten.

One of the major aspects of this Region is its vacationland potential for other regions and their population centers. The number of vacation homes has been increasing rapidly during the past ten years and many of these serve residents of the Pittsburgh Metropolitan Area. At various times during the year, large numbers of hunters and fishermen enter this Region of plentiful wildlife and increase its seasonal population.

Natural
Resources

Extensive oak forest reserves are found in the Region. Two-thirds of the Region is forested with the greatest proportion of forest lands to be found in the northern and eastern portions of Region Ten. Furniture, lumber and wood products are still significant industries within the Region.

Mineral industries have dominated the economy for many decades. This Region represents a growing segment of a declining industry since bituminous coal production has recently increased in the three-county area although the number of active mines has declined. The importance of this industry to the Region is apparent because it produces 44 per cent of all bituminous strip mining coal production in Pennsylvania. Although coal mining employment has decreased by 50 per cent within the Region since 1940, this represents a much smaller decline than that experienced by neighboring areas to the south.

Fire clay production is important throughout the Region with Clearfield County the leading clay producer in Pennsylvania. Petroleum and natural gas fields are concentrated in the western portion of the Region. However, present production is small compared to earlier peak years, and some of the early "boom towns" that sprang up in the oil fields have disappeared forever.

The Region's agricultural lands are dominated by dairying and general subsistence-level farming. Poor sandstone and shale soils, along with a short growing season, account for the general marginal character of farming throughout much of the Region. Many coal miners supplement their income by farming these marginal lands which has resulted in a large ratio (over 50 per cent) of part-time farms. As mining employment declines, many miners abandon these farms and migrate to the Region's urban centers or to other regions for jobs.

Acid mine pollution contaminates many of the streams throughout the area, especially in Clearfield County, and relates directly to the decades of uncontrolled strip and deep mining activity. The entire Region is dotted by a great number of strip mines and the environment must be restored to its natural beauty if the Region is to capitalize upon its endowment as a tourist area.

Effect of Environment
on Future Pattern of
Development

One of the prime factors retarding industrial growth in the Region has been its isolation from the State's major urban centers. Upon completion of Interstate 80, the most direct route between Chicago and New York, this area will become more accessible to distant populations. A 25 mile

strip of this highway is already in use between Emerickville and Corsica.

The Keystone Shortway will stimulate tourism and recreation within the plateau and mountain portion of Pennsylvania. This entire expanse, encompassing an area much greater than Region Ten, could develop into a major vacationland serving the urban communities of Western Pennsylvania and tourists traveling between the Midwest and Megalopolis to the east. However, Region Ten must compete with regions to the north and south for this tourist dollar. If the Region is to realize this recreation potential, it will be necessary to develop a long-range regional tourist plan and initiate both urban and rural environmental rehabilitation.

Completion of the Keystone Shortway will accelerate the current trend of population away from the rural coal mining areas in the southern portion of the Region, toward the string of urban centers in the middle of the Region, parallel to the Shortway. A number of important interchanges are proposed along Interstate 80 and growth is likely to occur near the Region's major north-south highways - U. S. 119 and U. S. 219. Future improvements to these arteries will provide better access to Altoona and Johnstown. In addition, a strong desire has been expressed by both Region Ten and Region 12 (Pittsburgh Area) for an extension of the proposed Allegheny River Valley Expressway beyond the planned terminus near Kittanning, Armstrong County, to some point on the Shortway, thus providing Region Ten with improved access to Pittsburgh markets.

While Region Ten has experienced continuous population losses in the past, the population is now virtually stable. The locational advantages of Interstate 80 now provide prospects for modest future growth within the Region. Much of this growth will derive from the increasing demands for recreation by residents of the heavily populated and expanding urban areas to the south and west.

B. Population Trends

Over-all Regional Growth

Region Ten is one of Pennsylvania's more sparsely inhabited areas with a population density of 69 persons per square mile, and with its largest city (DuBois) having a population of less than 11,000. Due to declining coal mining employment and its relatively isolated position, the Region has experienced a continuous population decline from 202,000 in 1920 to about 165,000 in 1963.

The population decline within the Region during the 1950's (7,714) was much less than that experienced in the 1940's (11,146). Since 1960, the Region has exhibited only a minor loss in population. Expansion of the Region's manufacturing industries has been partially responsible for this current improvement, but new employment opportunities have been unable to absorb all of the displaced workers, previously employed in agriculture and mining. Thus population continues to decline but at a much slower rate. The slight population gains experienced since 1960 in Clarion and Clearfield Counties are still being offset by a somewhat larger decline in Jefferson County and are noted in the following two tables.

Population Summary
Components of Regional Growth
1940-1963

Item	1940-1950 ¹	1950-1960 ¹	1960-1963 ¹
Natural Increase per Annum	1,968	1,909	1,616
Net Migration per Annum	-3,083	-2,680	-1,724
Total Change per Annum	-1,115	- 771	- 108
Per Cent Change per Annum	- 0.60	- 0.45	- 0.07

1. Pennsylvania Department of Health, Annual Statistical Reports.

County Population Trends and Projections
1940 - 1970

	1940	1950	1960	1963 ¹ Estimates	1970 (Projections of 1960-63 Trends)	1970 ² (Temple Projections)
Clarion	38,410	38,344	37,408	37,477	37,618	36,630
Clearfield	92,094	85,957	81,534	82,609	84,844	75,897
Jefferson	54,090	49,147	46,792	45,297	42,192	43,264
Region Ten	184,594	173,448	165,734	165,383	164,654	155,791
State	9,900,180	10,498,012	11,319,366	11,425,000	11,644,396	12,262,662

1. Intercensal Population Estimates for 1963, Pennsylvania State Planning Board.
2. Pennsylvania State Planning Board, The Population of Pennsylvania: Projections to 1980 June 1, 1963

Net out-migration which in the 1940's amounted to nearly 31,000, declined only slightly during the following decade (27,000). However, since 1960 there has been a sharp decline in outmigration from the Region resulting from an increase in regional employment between 1958 and 1964. The continual exodus of child-bearing age groups from this Region during the past 25 years has had a retarding effect upon the Region's annual natural increase, which, since 1960, has declined 15 per cent below the level of the previous decade.

Locational Trends In Regional Growth

The old pattern of widely scattered rural population and small service centers based on the dominance of coal mining and part-time farming is changing rapidly with the decline of these two employment sectors. Severe losses of population in the more populous southern part of the Region

have been accompanied by a re-orientation towards the small boroughs strategically located along the Region's major east-west highways - U.S.322 and the Keystone Shortway. There has been little or no change in the sparse population of the forested and more mountainous northern townships within Region Ten.

Increases in market value of taxable real property, between 1960 and 1964, indicate the continuation of a trend begun in the 1950's of population re-orientation to the Region's central east-west belt of boroughs. Much of the new growth in this portion of the Region is occurring in the townships surrounding boroughs, such as Clarion, Clearfield, Drockway and DuBois. Even though the City of DuBois and its neighboring townships have experienced marked increases in market values since 1960, the City's population continues to decline as population moves to the suburban townships. The tendency of neighboring townships surrounding many of these small boroughs to develop for residential living with a pattern of commuting to central boroughs for employment and shopping appears to parallel the characteristics of larger metropolitan areas and indicates that size of central city affects only the degree to which this process evolves. The degree of decentralized development in the townships adjacent to these boroughs, will to a large degree, depend upon the location of access points to the Keystone Shortway and necessitates conscious over-all planning in order to provide for sound township growth patterns.

Finally, there appears to be a population recovery in some previously declining areas within the Region. The most notable among these have been the areas around Punxsutawney and Phillipsburg.

Prospects for Future Growth

Historically, the Region's lack of major industrial centers and its isolation due to inadequate high speed highways and hilly terrain have impeded growth. However, the completion of the Keystone Shortway about 1970 will make this Region's existing and proposed recreation facilities more read-

ily accessible to large urban populations outside of the Region. In addition, the scheduled improvements to U. S. 322, between Phillipsburg and the base of Bald Eagle Mountain in Centre County, will enable persons from eastern Clearfield County to commute to the prosperous State College area. Further large losses in coal

mining employment are not anticipated so that additional out-migration of large numbers of people should not occur. The continued influx of diversified manufacturing industries will help to further offset the Region's dependence upon mining and strengthen the regional economy.

1963 estimates indicate that the Region's population is already stabilizing. Current over-all regional losses result solely from continued declines in Jefferson County. However, it is anticipated that the Region will begin to experience an over-all growth within the next year or two and that the 1970 census will record a modest population gain over 1960. It is still too early to assess the scale of growth which can be expected during the 1970's, since this will depend in no small degree upon the effectiveness of regional development leaders' efforts to capitalize on the industrial and recreational potential of the Shortway.

C. Economic Trends

Characteristics of the Regional Economy

Some of Pennsylvania's most productive coal fields are located in Region Ten. Although regional employment in mining declined almost 59 per cent between 1950 and 1960, its 8.8 per cent share of total employment in 1960 was still far higher than the State average of 1.6 per cent.

An increase in manufacturing employment during this period raised the proportional share of manufacturing to total jobs from 24 to 30 per cent, still below the Statewide average of 36 per cent.

Manufacturing data indicate that the stone, clay, and glass industry was the largest regional employer with 4,503 workers (36 per cent of total manufacturing employment). More than half of these workers were employed by the Brockway Glass Company in Brockway and the Owen Illinois Glass Company in Clarion which together employed over 2,800 employees. Apparel factories located in Clearfield and Jefferson Counties accounted for another 11 per cent of the regional employment. Other important manufacturing industries in the Region were food and kindred products with 941 employees (7.5 per cent of total manufacturing employment), leather products (5.2 per cent) and instruments (5 per cent).

The second most important industry is service employment which accounts for 17 per cent of regional employment. This is followed by retail trade which employs 16 per cent of the Region's labor force. A substantial amount of employment in retail trade and services is derived from tourism with many merchants located in small towns along the highways earning a portion of their income from services provided to transients.

In recent years, commuting to jobs outside the Region has been increasing due to the loss of jobs in coal mining. By 1960, approximately 13 per cent of total resident wages and salaries were earned outside the Region. Commuting patterns vary widely as indicated by the fact that in Clarion County 24 per cent of the total resident income was earned outside the County, while

residents of Jefferson County earned only 1 per cent more than was paid out by county employers. The 1960 census substantiates the importance of commuting by indicating that 15 per cent of the persons employed in manufacturing travel to work outside of the Region. Only in Jefferson County which provided a surplus of 774 jobs, did total manufacturing jobs exceed manufacturing employment. The following table gives some insight into the importance of jobs outside the county of residence.

Persons Employed Outside Their County
of Residence in 1960

County	Number	<u>Employed Outside County</u> <u>Per Cent of Employed</u>
Clarion	2,174	18.7%
Clearfield	3,500	14.7%
Jefferson	2,008	13.8%

Source: Pennsylvania State Planning Board - An Economic Atlas of Pennsylvania, 1964, page 26

While there is significant intra-regional commuting, a great number of workers also commute out of the Region. Many residents of eastern Clearfield County travel to jobs in State College in Centre County. Some commuting from the Region is occurring both northward to the prosperous St. Marys and Ridgway area in Elk County (Region Nine) and, to a smaller degree, to the south and west. Employment opportunities outside of the Region will become even more accessible upon the completion of the Keystone Shortway.

Between 1949 and 1959, regional median family income increased 56 per cent compared to a gain of 46 per cent for the State, thus increasing the Region's ratio to the State from 76 per cent to 82 per cent in 1959. Nevertheless, a substantial difference of \$1,000 still exists between the Region's 1959 median family income level (\$4,671) and the State's (\$5,719). Jefferson County with the lowest median family income in the Region (\$4,568 in 1959) also experienced the smallest percentage increase over the ten year period. In contrast, the highest income (\$4,804) was found in Clarion County which also experienced the greatest percentage increase in the Region.

Unemployment and Regional
Growth Trends

Between 1958 and 1964, the Region's unemployment rate declined from 13.9 per cent to 8.3 per cent. A 3,600 reduction in the number of unemployed occurred as a result of an increase of 1,900 jobs and a nearly equal decline in the labor force of 1,700 persons. This decline in the labor force

is attributed to a number of factors: more workers commuting to jobs outside the

Region and therefore not counted as a part of the Region's work force, workers and their families migrating to new jobs outside the Region and some older coal miners retiring from the regional work force.

Within the Region, the Clearfield-DuBois (predominantly Clearfield County) and Clarion (Clarion County) Labor Market Areas contributed a net growth of 1,200 and 1,000 new jobs, respectively, while the Punxsutawney (predominantly Jefferson County) Labor Market Area suffered a net decline of 300 jobs.

However, the decline in the unemployment rate has not been uniform; in fact, two different trends occurred during this period. Between 1958 and 1961, both the Region's labor force and total employment declined sharply, but since 1961, there has been a substantial growth in employment while only a minor loss continued in the regional work force. The large decrease in unemployment, accompanied by an increase in total employment, confirms the Region's estimated current slowdown in population loss resulting from a decline in out-migration. Region Ten's prospects of modest population growth by 1970 appear to be enhanced by the increasing employment opportunities occurring in the three counties.

Labor Force Data*
1958-1964

Year	Force	Employment	Unemployment	Unemployment Rate
1958	60,800	52,300	8,500	13.9%
1961	59,700	51,500	8,200	13.7%
1964	59,100	54,200	4,900	8.3%
Difference 1958-1964	-1,700	+1,900	-3,600	-5.6%

Source: Bureau of Employment Security, Labor Force Data, 1958-1964.

* Includes part of Centre County

Components of
Economic Growth

The decline of total regional employment between 1950 and 1960 is largely attributed to substantial losses in mining and agriculture. Employment in mining declined 58.5 per cent (6,689 jobs) during the last decade. Percentage losses in mining employment were greatest in Jefferson County, 64 per cent (1,582) and in Clarion County, 61 per cent (1,552). However, the greatest absolute decline in number of mining employees occurred in Clearfield County (3,555).

Further aggravating the Region's economic problems was the 40.4 per cent (2,077 jobs) decline in agricultural employment between 1950 and 1960.

Percentage losses in Clearfield, Jefferson and Clarion Counties were 54, 37 and 33 per cent in that order.

In contrast to the declines in the Region's primary sector, employment gains have exceeded comparable State growth rates in manufacturing, construction and the tertiary service industries. This structural change represents a healthy evolution towards a more diversified and more "advanced" regional economy with greater prospects of future growth.

Industrial Growth Sectors
1950-1960

Industrial Sector	Absolute Change In Regional Employment	Per Cent Change Region	Per Cent Change State
Finance, Insurance & Real Estate	325	37.8%	29.1%
Wholesale Trade	264	25.5%	11.0%
Manufacturing	3,159	24.1%	9.5%
Public Utilities	176	22.1%	1.7%
Retail Trade	1,243	17.2%	5.7%
Construction	452	16.1%	-2.7%

Source: United States Census, 1950 and 1960.

The following table lists eight manufacturing industries which experienced either substantial growth or decline in employment between 1951 and 1963, and notes the counties most affected by these changes.

Changes In Manufacturing Jobs
1951-1963*

Growth Industries	Employees	Counties Most Affected
Apparel Products	+386	Jefferson, Clearfield
Leather Products	+370	Jefferson
Instruments	+226	Clearfield, Clarion
Fabricated Metals	+188	Clearfield, Clarion
Declining Industries	Employees	Counties Most Affected
Stone, Clay & Glass Products	-855	Clearfield (Jefferson Clarion, Increase)
Electrical Machinery	-766	Jefferson
Lumber Products	-297	Clarion, Clearfield, Jefferson
Non-electrical Machinery	-198	Clearfield

Source: Pennsylvania Department of Internal Affairs, County Industry Report.

* Changes in the industrial classification system have been made during this period in an effort to make all figures comparable with the S. I. C. Code, but absolute accuracy cannot be guaranteed.

In order to determine whether regional trends departed appreciably from general employment trends, Region Ten job changes over a selected interval of time were compared with data for a four-state area, consisting of New York, New Jersey, Ohio and Pennsylvania. The procedure used, the differential shift technique is illustrated in the following example. In the four-state area mentioned above, total employment in the apparel industry declined 15.7 per cent between 1951 and 1963. If Region Ten had followed the four-state trend, then it would have experienced a decline or proportionate shift downward of 160 jobs. Actually, the Region experienced a growth of 386 jobs and the difference between +386 and -160 is termed a "differential shift" of 546 jobs toward a greater specialization in the apparel industry. This experience, and those of three other manufacturing industries in which the Region has become more specialized, and four industries in which it has become less specialized, is depicted in the following table.

Differential Shift In Manufacturing Jobs
1951-1963*

Increased Specialization	Decreased Specialization	Number of Jobs
Apparel Products		+546
Leather Products		+415
Fabricated Metals		+217
Instruments		+180
	Electrical Machinery	-903
	Rubber and Plastics	-202
	Non-electrical Machinery	-178
	Stone, Clay & Glass Products	-100

Source: Department of Internal Affairs, County Industry Report.

* Changes in the industrial classification system have been made during this period in an effort to make all figures comparable with the S.I.C. Code, but absolute accuracy cannot be guaranteed.

Historically, Region Ten's manufacturing sector has been rather heavily specialized in the glass industry, whose decline during this period parallels and slightly exceeds the four-state trend. Unfortunately, the Region has simultaneously lost an almost equal number of jobs in electrical machinery which has been a significant growth industry in the rest of the four-state area, and gained employment in the low-wage apparel and leather products industries which have been moving south elsewhere in the older industrial states. As the following table reveals, the net effect has been a retrograde shift in employment from

the medium-wage industries to the low-wage category.

Proportion Of Manufacturing Employment In
Low, Median and High Wage Industries

Year	Low Wage (Under \$5,000)	Medium Wage (\$5,000 to \$6,000)	High Wage (Over \$6,000)
1940	29.0%	62.9%	8.1%
1951	25.1%	70.1%	4.8%
1963	32.0%	62.0%	6.0%

Source: Pennsylvania Department of Internal Affairs.

Location of Economic
Problem Areas and
Growth Centers

During the 1950's, Region Ten suffered severe losses in employment in mining (6,800), agriculture (2,000) and the railroad industry (1,000). This very significant decline of nearly 10,000 jobs has had a major social impact on the southern and eastern portions of the Region, which have been dominated for decades by these three industries. In 1960, male unemployment in nearly all municipalities of the southeastern section exceeded 13 per cent: and even more distressing, twenty boroughs and townships in this part of the Region had unemployment rates exceeding 18 per cent. The northwestern portion of the Region, which has been less dominated by these declining industries, is an area of generally lower unemployment with rates below six per cent.

Both the mining and railroad industries have been highly important to Clearfield County. However, during the 1950's, the railroad industry in the County declined 37 per cent (600 jobs), while mining employment decreased 56 per cent (3,600 jobs).

As manufacturing assumes a greater role within the Region, changes are occurring both in type and location of manufacturing jobs. Recent experiences differ between counties and individual municipalities as noted in the following table and paragraphs. It is only in the manufacturing sector that up-to-date information is available for small area analysis of employment change.

Manufacturing Job Changes, By County
1951 - 1964

County	Gains	Declines	Per Cent Change
Clarion	+692		+32.5%
Jefferson		- 371	- 7.9%
Clearfield		-1,131	-18.2%
Region Ten		- 810	- 6.2%

Source: Pennsylvania Department of Internal Affairs, County Industrial Reports.

In Clearfield County, manufacturing jobs in DuBois, the largest City within the Region, totaled 1,535 in 1964, about the same as in 1957. Instruments and textiles represent the City's largest manufacturing industries. The Borough of Clearfield with 1,118 jobs in 1964 experienced a modest increase of nearly 150 jobs since 1957. The most significant industries here are stone, clay and glass products, apparel and paper products. The apparel and food products industries within Clearfield County are located in Curwensville where 871 manufacturing jobs existed in 1964, an increase of 150 since 1961.

In Jefferson County, Punxsutawney had 523 manufacturing jobs in 1964, a substantial 200 increase since 1957. This gain is attributed to increases in the apparel industry, the Borough's major source of manufacturing employment. Brockway experienced more than a 1,100 decline in manufacturing jobs between 1957 (1,757 jobs) and 1964 (604 jobs) as a result of the Brockway Glass Company's establishment of a subsidiary plant in adjoining Snyder Township, and the transfer of many of its employees to that facility. A decline in number of jobs in electrical machinery occurred in Brookville between 1961 and 1964 as the Sylvania plant phased out its operation. In 1964, there were 418 manufacturing jobs in the Borough, a major decline of nearly 650 since 1961. Located in the southeastern corner of Jefferson County, the Borough of Big Run with 564 manufacturing jobs in 1964 experienced an increase of about 100 jobs in three years. Nearly 90 per cent of these jobs are in the manufacturing of leather footwear, which represents all of the county's employment in this industry.

In Clarion County, the Borough of Clarion was the only significant manufacturing center in 1964 with 1,052 jobs, an increase of almost 100 since 1961. The Borough's heavy dependence upon the Owens Illinois Glass Plant is best illustrated by the fact that 90 per cent of the manufacturing jobs are in stone, clay and glass products (glass containers).

The best prospects for economic growth in Region Ten appear to exist in three clusters of communities along the Keystone Shortway - Clarion, DuBois (including Brockway and Reynoldsville) and Clearfield (including Curwensville). Of these, the DuBois area appears to offer the brightest opportunity for growth because of the existing concentration of industry in the area, its dominance as a retail trading center for many of the surrounding townships and smaller boroughs and its location near the Region's two major north-south highways - U.S. 119 and 219. Long-range improvements to these highways will supplement the city's central function and tend to stimulate growth in the southern portion of the Region, particularly in the somewhat isolated Punxsutawney area.

There is some current evidence of modest growth among these clusters. However, many of the communities within the Region are still heavily specialized in single manufacturing industries. The completion of the Shortway will transform this liability into a regional asset of diversified employment as commuting time is shortened between widely separated centers.

When the Region's recreation potential is added to this anticipated economic prosperity a future can be foreseen which holds brighter prospects than considered possible for many decades.

D. Agricultural Trends

Importance of the Region's Agriculture

Region Ten produces a relatively small share of Pennsylvania's total agricultural production. Both in 1949 and 1959, income received from the sale of agricultural products in Region Ten was 1.7 per cent of the State total. Even though the Region is one of Pennsylvania's most sparsely inhabited areas with very little urban competition for its 2,400 square miles of land area, farming fails to qualify as a significant contributor to the Region's economy. The total value of agricultural sales appear to amount to no more than 48 per cent of the (farm sale) value of the Region's food consumption.

In Region Ten, a number of limiting factors tend to inhibit greater participation in the State's agricultural economy. These include: (1) relative isolation from large urban centers. The Region is within a reasonably short distance of the Pittsburgh market, but poor highway access offsets this advantage (2) sparse primary highway network (3) semi-mountainous topography which is unsuitable for extensive farming (4) relatively sparse population which will not support a significant local market (5) lack of fertile farmland.

Total value of farm products sold in Region Ten increased 30 per cent, equal to the State's rate, from \$9.5 million in 1949 to \$12.4 million in 1959. However, this rate of growth was not uniform throughout the Region. Jefferson County experienced a 40 per cent increase, Clarion 30 per cent, but Clearfield only 17 per cent.

Clarion County dominated the Region with 40 per cent of the agricultural sales, totaling \$5.0 million and 35 per cent of the Region's farmland.

Very little of Region Ten is today being used for agriculture. In 1959, the Region's 3,500 farms occupied 28 per cent of the Region's land, but devoted only 17 per cent of the total area to productive use for pasture or crops. Comparable Statewide averages are: 41 per cent in farm ownership and 28 per cent in pasture and cropland. Only in Clarion County were these State norms matched. To the east in Clearfield County, no more than 9 per cent of the land is being used for pasture or crops.

In 1963, dairy farming provided the largest share of total agricultural income in Region Ten. Receipts from the sale of dairy products totaled \$7.4 million or approximately 50 per cent of all farm commodities sold in the Region. Clarion County led the Region in income from dairy products with 40 per cent of the total regional dairy sales.

The next largest sources of farm income were poultry products and meat animals, each contributing to \$2.4 million or 16.5 per cent of all farm commodities sold. Clarion County also led the Region in sales of these products. Combined cash receipts from dairy products, poultry and meat animals accounted for 83 per cent of all regional farm products in 1963.

Agricultural
Readjustment

The 43 per cent decline in number of farms from 1950 to 1959 was significantly greater than the 32 per cent decline experienced by the rest of the State. Percentage losses ranged from 37 per cent in Clarion to 51 per cent in Clearfield. The reduction in the number of farms occurred mainly among units less than 100 acres in size which declined 53 per cent from 4,036 in 1950 to 1,891 in 1959. Farms over 220 acres in size increased slightly from 350 to 381 during the same period, but this increase occurred entirely within Clarion and Jefferson Counties. In Clearfield County farms declined in number among all size groups. This tendency toward farm consolidation has resulted in a significant increase in average farm size in Region Ten, from 88 acres to 115 acres in 1959, with a range in the latter year from 127 acres in Clarion to 102 acres in Clearfield County.

Increases in land values accompanied by an increase in average farm size have resulted in a substantial gain in the average value of farm real estate from \$5,670 to \$11,747 per farm. However, these farm values were well below the State averages of \$10,371 in 1950 and \$21,417 in 1959.

In Region Ten, cropland and pastureland declined from 355,326 acres in 1949 to 255,930 in 1959, a decline of 28 per cent as compared to a State decline of only 17 per cent. Individual losses for Clarion, Jefferson and Clearfield were 24, 25 and 36 per cent, respectively. The decline in amount of tillable land is in part related to the intensive strip mining activity occurring within the Region. It is interesting to note that Clearfield, the Region's leading strip mining county also experienced the greatest decline in acreage of cropland and pastureland.

The proportion of part-time farms to total farms in Region Ten amounted to 47 per cent for 1959, compared to the State average of 41 per cent. All counties in the Region were considerably above the State average with the highest proportion (67 per cent) in Clearfield. This County's high ratio illustrates the significant relation between coal mining and part-time farming which supplements the miners somewhat uncertain and varying income.

One measure of the improvement in agriculture's economic health is the change of farm production per farm unit. In 1949, the value of farm products sold per farm in Region Ten was \$1,502, substantially below the State average of \$3,717. However, by 1959, the regional average had risen 130 per cent to \$3,456, as compared to the State's increase of 92 per cent and a farm value per unit of \$7,122. Within the Region in 1959, the average value of farm products sold per farm ranged from \$2,510 in Clearfield County to \$3,998 in Clarion County.

Another measure of improvement is the change in average value of gross farm income derived from an acre of tillable land (pasture and cropland). In Region Ten, productivity rose from an average of \$17 dollars per acre in 1949 to \$30 in 1959, an increase of 76 per cent. This contrasts with a State increase of 57 per cent, from \$56 per acre in 1949 to \$88 per acre in 1959. While the percentage increase exceeded the State, it is apparent that in terms of absolute figures, Region Ten's productivity is still far below the State average.

Following the general State trend, dairy farming is becoming increasingly important in the Region's total agricultural economy. The dollar volume of dairy product sales constituted 45 per cent of total regional farm income in 1949, compared to 50 per cent in 1963.

Future Prospects
For Agriculture

If \$10,000 gross annual income is used as a measure to identify farms whose economic future is somewhat doubtful, then (in 1959) 78 per cent of the Region's farms must be judged somewhat marginal, compared to 62 per cent for the State. It can be assumed that the downward trend in number of farms and farm acreage will continue. This process should result in fewer, but larger and more efficient farm units. The corresponding decreases took place primarily in poultry and other livestock products while the relative importance of crop production remains essentially unchanged.

The best future prospects for agriculture lie in the western portion of the Region where soil quality and access to large urban markets are most favorable. In industrialized Clearfield County, job alternatives are more readily available and these will serve to further reduce the number of marginal farm operations, as will the continued decline in coal mining employment.

Generally, while economic conditions for individual farmers are likely to continue to improve, the Region's agricultural production will lag well behind the State average. The proximity of Clarion County to the Pittsburgh Metropolitan Area may be further exploited if the proposed Allegheny River Valley Expressway can be extended into Region Ten from Pittsburgh. This highway would shorten travel time to Pittsburgh and tend to expand the importance of the western portion of the Region's existing dairy products specialization.

E. Industrial Development

Accomplishments and
Expectations

Within Region Ten there are 23 separate industrial development organizations. Although 12 of these groups have raised industrial funds, only five have participated in financing industrial projects through the Pennsylvania Industrial Development Authority, as indicated in the following table.

Pennsylvania Industrial Development Authority
Projects -- By County
1956-1964

County	Total Projects	Capital Investment	Expected New Jobs
Clarion	5	\$1,288,544	553
Clearfield	5	755,700	677
Jefferson	1	200,000	100
Totals	11	\$2,244,244	1,330

Source: Pennsylvania Department of Commerce.

In each of the three counties there is at least one group which has the potential to function on a county-wide basis. Thus far these groups have served only as informal coordinating agencies and forums for discussing mutual problems since there has been no project large enough to require cooperative financing. Consequently, all of the industrial development organizations tend to function independently within a maximum radius of five miles of their respective communities.

All counties within the Region has utilized Pennsylvania Industrial Development Assistance Act matching funds for the preparation of brochures, surveys and advertising as indicated in the following table. The comparatively low amount of State funds granted for industrial promotion further emphasizes the Region's difficulty in obtaining local matching contributions.

Pennsylvania Industrial Development Assistance Act
1959-1965

County	Year	Funds Granted	Amount Used
Clarion	1959	\$3,834	\$2,513
	1964-1965	1,870	Incomplete
Clearfield	1961	4,075	3,856
	1963	4,077	450
	1964-1965	4,076	Incomplete
Jefferson	1963-1964	2,339	1,469
	1964-1965	2,339	Incomplete

Source: Pennsylvania Department of Commerce

In spite of this difficulty, some progress has been made in industrial promotion. As part of this program, a limited number of industrial sites have been identified through the combined efforts of Chambers of Commerce, Industrial Corporations and Public Utilities. Descriptive brochures have been prepared and prime industrial sites either purchased or optioned. Clearfield County offers the only opportunities presently under consideration within the Region for the development of sizeable industrial parks. The Clearfield Chamber of Commerce and related development corporations have recently purchased a 110 acre tract for industrial uses and have promoted the industrial potential of the former Curtis-Wright tract and buildings at Quehanna, in the northern part of the county. Punxsutawney's Industrial Development Corporation has 33 acres of land available for development. Other potential sites in this community are severely limited by topography and those that do exist can not be served easily by existing utilities.

Evaluation of
Programs

In their effort to promote, finance and locate industrial facilities, Region Ten's industrial development groups have been confronted with serious handicaps. In addition to financing limitations, poor access to the Region has hitherto hindered economic development. Attempts to improve inadequate air travel facilities and highways are under way as well as efforts to maintain the already diminished rail service.

Another problem facing these development groups has been the steady decline of the Region's labor force - a decrease of 1,700 between 1958 and 1964. As a result of the extensive loss of jobs in agriculture, mining, railroad, refractory brick and electrical machinery industries, heavy out-migration has been occurring among the Region's skilled workers.

Very little long-range planning for balanced industrial growth has been accomplished in Region Ten, other than the acquisition of a few scattered industrial sites. Although Chambers of Commerce, Public Utilities and Industrial Development Corporations are cooperating, the individual and unrelated use of financial resources by scattered communities may be limiting industrial development in the Region.

The completion of the Keystone Shortway and scheduled improvements to the Region's major north-south highways will overcome many of the Region's poor access disadvantages. Whether the Region will be prepared to take advantage of this opportunity with a coordinated region-wide pooling of promotional and financing efforts, the identification and development of a limited number of the Region's best potential industrial sites or the hiring of full-time professional industrial development managers remains uncertain.

F. Tourist Development

Existing and Potential Attractions

Region Ten, with considerable undeveloped tourist potential, is the site of the proposed multi-million dollar Otocsin Recreation Area located between Clearfield and DuBois. Although Otocsin has been in the planning stage for several years, development has yet to begin. The ten year leases

offered to private investors have been found to provide an inadequate time for amortizing and showing a return on their investment. However, Senate Bill 758, approved by the Senate and now in the House of Representatives would extend the lease term from 10 to 25 years. All three counties have established Tourist Promotion Agencies (T.P.A.) in order to qualify for matching funds available from the State. The extent of the grants and the funds expended are noted in the following table.

Tourist Promotion Funds
1961 - 1965

County Agency	Year	Grants	Used
Clarion	1961-1962	\$ 0	\$ 0
	1962-1963	2,432	2,432
	1963-1964	0	0
	1964-1965	1,197	Incomplete
Clearfield	1961-1962	4,077	1,800
	1962-1963	5,000	1,904
	1963-1964	2,446	2,446
	1964-1965	2,609	Incomplete
Jefferson	1964-1965	1,000	Incomplete

Source: Pennsylvania Department of Commerce

In Jefferson County, a Tourist Promotion Agency has only recently been established and plans prepared and a budget formulated for utilizing 1965 funds. The agency is already promoting two main tourist attractions - The Western Pennsylvania Laurel Festival and the famous Punxsutawney Groundhog Day.

Although Clarion County has had a Tourist Promotion Agency since 1961, its activities have been mainly concerned with promoting Cook Forest State Park and providing related facilities for tourists visiting this last stand of virgin forests in Pennsylvania.

The Clearfield County Development Council has concentrated its primary efforts on promoting the public and private investment necessary to implement the Otocsin Recreation Area plan and a proposed tourist attraction near Curwensville, known as the "Rock Grottos of Appalachia".

Within Region Ten, brochures are being developed, tours organized and billboards designed for the promotion of regional attractions by the various T. P. A's. The Pennsylvania Electric Company has already published a regional brochure encouraging tours of existing attractions and scenic areas in its territory which covers a large portion of Region Ten.

Over-all growth of overnight accommodations in Region Ten has been small, varying from minor increases in Clearfield and Clarion Counties to a marked decline in Jefferson County as noted in the following table.

Overnight Accommodations By Number of Rooms
1961 - 1965

County	Year		Change	
	1961	1965	Numerical	Percentage
Clarion	499	537	+38	7.6%
Clearfield	567	614	+47	8.3%
Jefferson	352	310	-42	-11.9%
Region Ten	1,418	1,461	+43	+ 3.0%
Pennsylvania	110,749	116,917	+6,168	+ 5.6%

Source: Pennsylvania Department of Revenue.

The increase in accommodations in Clearfield County has been in the Borough of Clearfield and in Coalport, located within five miles of the Glendale Dam at Prince Gallitzin State Park. More than two-thirds of this increase (91) has been offset by a substantial loss (60) in the number of rooms in DuBois. The increase in Clarion County's accommodations was contributed by Shippensburg, five miles west of Clarion while the losses experienced in Jefferson County have occurred at Brookville and Brockway.

If the Region is to exploit its growing tourist potential, additional

overnight accommodations and service facilities must be constructed and improvements made to some of those facilities already in existence.

In contrast to the trend in overnight accommodations, the number of vacation homes has substantially increased throughout the Region during the last decade.

Vacation Homes
1950-1960

County	Year		Change	
	1950	1960	Numerical	Percentage
Clarion	274	872	598	218.2%
Clearfield	408	995	587	143.9%
Jefferson	329	957	628	190.9%
Region Ten	1,011	2,824	1,813	179.3%
Pennsylvania	47,248	85,129	37,881	80.2%

Source: United States Census of Housing

This growth rate, more than twice the State average, has generally resulted from increased building activity in areas near State Forests in the northern half of the Region. Tourist development officials indicate that the greatest number of owners come from eastern Ohio urban areas. The summer influx of vacationers has resulted in a three-fold increase in retail sales in these vacation home areas.

Evaluation of
Programs

Generally, tourist development groups are striving to awaken the Region to the potential value of tourism, particularly in respect to the Keystone Shortway which will provide a dynamic impetus to growth of tourist facilities and vacation home building activity as residents of the urban areas to the west and south gain access to this area.

Although each Tourist Promotion Agency is familiar with its own tourist assets, none have compiled a formal inventory of existing and potential attractions. As a consequence, little long-range planning has yet been done for developing attractions on other than a private or individual basis. As the public becomes increasingly aware of the value of tourism, more extensive and formalized programs can be expected from the T.P.A.'s, along with increased local financial support.

G. Open Space and Recreation

Existing and Proposed State Facilities

Region Ten contains four times the State ratio of 270 acres of State-owned recreation land per 1,000 persons - 106,500 acres of forests, 66,000 acres of fish and game lands and 8,700 acres of parkland. Cook Forest, Parker Dam, S. B. Elliott and Clear Creek State Parks provide the Region

with an average of 52 acres of State parkland per 1,000 residents, more than three times the State average and twice the State's minimum standard of 25 acres per 1,000 people. This apparent surplus of State-owned recreation land is somewhat misleading since the majority of people using these facilities come from other regions of Pennsylvania and out-of-state (Ohio and New York). The present State Park development represents the physical base for the Region's expanding tourism economy.

The U. S. Corps of Engineers is expected to complete construction of the Curwensville Reservoir along the West Branch of the Susquehanna River in Clearfield County by the end of the current year. The six mile-long lake will cover about 540 acres at low pool stage and an adjoining State Park of approximately 100 acres will be maintained and operated by the Pennsylvania Department of Forests and Waters. It is anticipated that by 1970 this facility will serve about 250,000 people annually.

The number of people visiting the Region's State Parks has been steadily increasing from 537,000 in 1953 to 823,000 in 1964. With the addition of the State Park at Curwensville, it is anticipated that by 1970 there will be slightly over one million visitors annually.

The proposed Otocsin Recreation Area located in northern Clearfield County, adjacent to the Elliott Interchange at the junction of State Highway 153 and the Keystone Shortway, will have three major activity areas, all within one large development complete with year-round recreation facilities. The development will cater to three user types: - service stop visitors requiring such facilities as motels, gas stations and restaurants; single day visitors from relatively nearby urban centers desiring a day's recreation and long-term visitors spending more than two days vacationing in the area. When completed, Otocsin will directly provide an estimated 950 jobs and, with the necessary services required for these new workers, a total 1,900 new jobs. At the present time, problems of securing development capital under the short ten year leasing period allowed by the existing State Law, and opposition from the City of DuBois concerning the effect of this project on its water supply are delaying further planning and development.

Existing and Proposed Public Recreation Land
(in acres)

County	Existing				Proposed		
	State Forests	Fish and Game Land	State Parks	Local	Fish and Game Land	State Parks	Local ¹
Clarion	6	11,610	6,239	-	-	-	412
Clearfield	97,138	24,795	1,246	-	-	100	80
Jefferson	9,380	29,818	1,206	-	-	-	20
Region Ten Total	106,524	66,223	8,691	-	-	100	512
Acres/1000 Persons ²	-	-	52.4	-	-	60.7	3.5

Source: 1) Letters of interest submitted by local governmental units under PROJECT 70
2) 1960 Census and State Planning Board projections for 1980.

Local Recreation Planning

The Bureau of Outdoor Recreation Survey of 1964 reported no county parks within Region Ten. While the survey did not examine all of the Region's small communities, there are some small municipal parks in existence, although these parks fail to meet the minimum standard of 15 acres of local parkland per 1,000 population. However, a number of communities in the Region have responded to the opportunities offered by PROJECT 70 by requesting matching State funds to acquire more than 500 acres of recreation land. Although this proposed addition of three and one-half acres of local parks per 1,000 persons, still fails to meet the recommended local parkland standard, this is not considered to be as serious in this rural region as it will be in more urban areas because of the large acreage of State forest and parkland available to residents of these smaller communities.

H. Public Health

Major Health Problems

Public health problems in Region Ten are considerably less complicated than in the more populous areas of the State. However, mining in the southern portion of the Region has created some local problems by lowering the water table and also exposing streams to acid mine drainage. This problem is not as prevalent in the northern part of the Region, but does affect Licking Deer and Toby Creeks in Clarion County and Sandy Lick Creek in Jefferson County. In addition, Clarion County has been troubled by large quantities of iron in its ground water supply. Ground water supplies have been further affected by both deep and strip mining pollution, in addition to gas well contamination.

Because of the relative isolation and small population of Region Ten communities, the financing of sewers and water facilities places a great economic burden on their inhabitants. For example, in Clearfield County only 30 per cent of the population is served by sewers and sewage treatment plants. However, the major urban centers of the county, DuBois and Clearfield, are cooperating with their surrounding townships in providing suburban water and sewer facilities. On the other hand, East Brady in Clarion County, is still discharging raw sewage into the Allegheny River.

Silt from coal washeries is now being rapidly eliminated as a form of surface water pollution. No other industrial pollution of any significance occurs within the Region, with the exception of the effluent discharged into a stream by a small tannery at Curwensville and this will be corrected when an impoundment, presently under construction, is completed.

Surface contamination of Clearfield Borough's water supply has resulted from the construction of the Keystone Shortway. Because severe cut and fill operations have been necessary for grading the new highway, the removal of the natural vegetative cover in parts of the Clearfield watershed has permitted a faster runoff and soil erosion, thus contaminating the local water supply with mud. DuBois, fearing the same problem has attempted to prevent the Shortway from crossing its watershed. If the Otocsin Recreation Area is developed according to plan, additional filtration and treatment facilities will be needed since the enlarged reservoir in the recreation area will continue to provide a water supply for the City of DuBois.

Even though solid waste disposal has not presented many serious problems due to the Region's low population density, steps are under way to provide low cost disposal. Punxsutawney has eliminated a burning dump and instituted a sanitary landfill. The Borough of Clarion and five adjacent communities are cooperating in a regional sanitary landfill operation which utilizes former strip mine trenches, whose low water tables do not endanger local water supplies. The Pennsylvania Department of Health has recommended a county-wide solid waste disposal program for Clearfield County.

One problem which can be expected to intensify is that of roadside dumping, originating mostly from tourist traffic. When the Shortway is completed, recreation parks and facilities will draw an even greater number of people into the area thus requiring a garbage disposal system capable of meeting the additional disposal demands. Local groups are already complaining that the present garbage collection schedules at the State Department of Highways' rest areas are inadequate.

There are only minor air pollution problems in Region Ten. The coal and lumber industries burn refuse piles and create local dust and smoke problems but corrective programs are under way to minimize this nuisance.

Existing and Proposed
Corrective Programs

The Region's continuing population loss and low density has generally inhibited local communities from adopting subdivision regulations and other regulatory codes. With the anticipated further increase in vacation home construction and the number of tourists, the rural residents of the

Region may soon find themselves confronted with a county-wide problem for lack of land and building controls.

Some of the Region's pollution problems are currently being examined and corrective measures initiated to remove these health hazards. For instance, the replanting of denuded slopes in construction areas along the Keystone Shortway will prevent further soil erosion and water supply contamination. Mine legislation has also been enacted in order to prevent additional acid mine drainage problems. The State Health Department has initiated proceedings to force the Borough of East Brady to provide treatment for its raw sewage. The Region is also confronted with a longer term problem of reclaiming abandoned strip mine areas. Assistance in surmounting this environmental problem may be provided through the Appalachian Program.

Unfortunately, at the present time, there is limited opportunity for inter-community cooperation in construction of suitable utility systems because of the distance between population centers and engineering problems resulting from the mountainous terrain. In spite of these deterrents, there are local plans for extension of a water line from the Brookville area to Corsica in Jefferson County where the water supply contains many impurities.

In recognition of their water supply problem, the Clarion County Development Council, along with representative groups from Jefferson, Armstrong, Forest, Elk and McKean will cooperate in a Federal-local financed study of their water problem undertaken by the United States Geodetic Survey. It is anticipated that this three year study will locate all underground water supply sources and recommend solutions to specific underground water pollution problem areas.

I. Educational Programs

School District
Consolidation

All school districts in the State are undergoing a consolidation pursuant to the School Reorganization Law of 1961 (Act 561), as amended by Act No. 299, Session of 1963. The original law required that new districts be based upon a minimum 4,000 pupil average daily membership, although in appeal

cases a level of 2,500 pupils has generally been accepted. The new districts are to be determined by a combination of such considerations as socio-economic factors, transportation, existing school buildings, existing districts and potential population change. Some of the benefits which are hopefully looked for are:

1. More logical alignment of attendance areas
2. Elimination of overcrowding and under-utilization of facilities
3. Greater economy of administration
4. More versatility in educational programs
5. Overcoming some of the current financial inequities which exist between the tax base of individual districts and the inability of some districts to provide sufficient funds.

It is the County School Board that delineates the new school districts in each county and after public hearings, submits these consolidation plans to the State Board of Education. These proposed districts will take effect in 1966 if approved by the State Board of Education. In the meantime, appeals for retaining the status quo may be made by the aggrieved districts to the County School Board and to the State Board of Education.

The 1961 redistricting proposals have not resulted in any changes in the total number of school districts (18) in the Region. There was, however, a decline of one district (from 4 to 3) in Jefferson County which was offset by an increase of one district (from 7 to 8) in Clearfield County. No change occurred in the seven districts in Clarion County. In addition to the single change in Clearfield, the district near Osceola Mills has been expanded to include three municipalities in Centre County.

The recent redistricting has not solved all of the problems. There appears to remain a few attendance areas which fail to take full account of transportation routes, topography and location of the school population. For example, two townships in the southern part of Clearfield - Knox and Jordan - are almost detached from the remainder of their school districts. This results in the bussing of pupils to schools through adjoining districts.

Generally, present school redistricting has succeeded in reuniting the boroughs with their adjoining townships which will reduce the unnecessary bussing of pupils and provide a basis for closer cooperation between urban areas and their suburbs.

There is an unusual amount of cross county districting in Region Ten. For instance, one district in Clarion County includes municipalities from three other counties, while in Clearfield County six school districts involve adjoining counties. In many cases, the most logical school district delineation must cross county lines, but it is likely that in Region Ten this process has gone so far as to create problems for the County School Superintendent. It may also weaken the link between the County School District and the County government. County-wide planning can help provide site planning for school facilities and projections of the number and distribution of future school age population, but only within those portions of each district falling within the county.

Long-range
Planning

There has been little long-range site and facility planning in Region Ten. Even in those rapidly urbanizing school districts, little attempt has been made to coordinate school facility planning with comprehensive community planning, largely because of the lack of established planning agencies. Now that Clearfield and Jefferson Counties have embarked upon planning programs, an opportunity will exist for over-all coordination of comprehensive community and school plans.

Though no master plans for school facility development are contemplated in Region Ten, the State Board of Education may adopt a policy requiring all school districts to plan ahead. In the meantime, only those districts that wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Because local school districts have traditionally postponed acquisition of school sites until building needs become urgent, they have not taken advantage of this program nor have they developed long-range land acquisition programs.

In Region Ten, business and industrial groups are promoting a technical high school program because they see the benefit of a skilled labor supply in meeting the manpower requirements of the Region's expanding industrial and commercial economic base. Attendance areas for a vocational-technical school have been approved in both Clarion and Jefferson Counties. The Clarion County School District would also include Forest County, while Jefferson County attendance area would include the DuBois School District. As soon as the articles of agreement are signed by the participating School Boards in Jefferson County, a site will be chosen along the Shortway to enable the school to serve the maximum area possible.

Higher
Education

There are a number of small and medium sized Liberal Arts Colleges serving Region Ten. The largest center of higher learning within the Region is Clarion State College with an enrollment of about 2,500 students. Two smaller branch institutions are located at Punxsutawney (Indiana State College Center) and DuBois (Pennsylvania State University Center). The small projected enrollments at all three institutions, as noted in the following table, result generally from inadequate existing class room facilities and land for future building construction.

Enrollments For Institutions Of Higher Learning
1960-1970

Institution	Full Time Enrollments		
	1960	1965	1970 Projected
Clarion State College	2,000	2,500	3,000
DuBois Center			
Penn. State University	167	310	400
Punxsutawney			
Indiana State College	52	178	440

Source: Officials of the respective Institutions.

The recently published State Board of Education report, Community Colleges in Pennsylvania, indicates that a community college is feasible for the area including Clarion, Venango (Region Thirteen) and Forest (Region Thirteen) Counties. The most effective proposal calls for the expansion of the Clarion State College Center at Oil City to serve the three-county area. The report concluded that Clearfield and Jefferson Counties could not individually support community colleges but might consider joining with neighboring counties to provide institutions of higher learning for their students.

J. Highway Planning

Major Highway Improvement Proposals

As previously mentioned, the Keystone Shortway, due to be completed about 1970, will have a major influence upon Region Ten. This highway will help to offset the Region's disadvantage of great distances from large urban centers by providing easier access to urban markets in the expanding Lower Great Lakes Area and Megalopolis to the east. The urban centers near the Shortway interchanges will receive additional impetus for growth as they begin to provide services for the traffic along this important expressway.

A 25 mile portion of the road between Corsica and Emerickville is already completed and the remainder of the section within the Region is either in final design or under construction. However, the refusal by the City of DuBois to allow passage of the Shortway across its municipal watershed could delay the completion date for this one segment.

State Route 322 from State College to Phillipsburg is scheduled to be improved by relocating 14 miles of two-lane highway from Martha Furnace to the proposed Phillipsburg bypass. This improvement should reduce travel time to State College where many people from eastern Clearfield County find employment and encourage more commuting from this depressed coal mining area to the burgeoning economic growth area around State College.

To the south of Region Ten, U. S. 219 will be made into a limited access highway from Pennsylvania's southern border to Ebensburg. To the west of this route, U. S. 119 is given high priority for improvement into a four-lane divided highway from U. S. 22 to a point approximately six miles north of the Borough of Indiana. Current proposals envisage joining these two routes in the central portion of Clearfield County and extending a single new facility north to intersect with the Shortway west of DuBois, instead of several miles to the east of the city as originally proposed.

State Route 28 which follows the Allegheny River valley connects Brookville in Jefferson County with Pittsburgh. Under the State Highways Department's six-year improvements program, Route 28 is given high priority for improvement into a four-lane divided highway from Pittsburgh to Kittanning. There is every likelihood that during the second six-year improvements program this upgrading will be continued northward to connect with the Shortway in the vicinity of Brookville.

Effect of Highway
Improvements on
Regional Development

With improvements to the Region's three major north-south highways, there will be easier access southward to Johnstown and Altoona as well as the large urban market around Pittsburgh. This improved access will benefit Region Ten's dairy farmers and may partially offset the advantage that the Pennsylvania and Ohio Turnpike provide midwestern dairy producers.

Completion of the Keystone Shortway will lower costs of importing the raw materials used in manufacturing fire bricks as well as the costs of shipping the manufactured product to eastern urban markets, and thus help prevent further declines in this industry's markets and employment. Improved access to the Pittsburgh area would also lower the costs of shipping fire bricks to customers there. However, while the Borough of DuBois and Punxsutawney desire to have an improved State Route 28 relocated closer to their communities, Brookville would like to have the improved highway remain near its present location.

Improvements to U. S. 119 as well as to State Route 28 will also provide faster connections between coal mining areas in southern Clarion, Jefferson and Clearfield Counties and the three proposed mine-mouth generating plants located in Armstrong, Indiana and Westmoreland Counties. To the north, large numbers of trucks carrying coal from Region Ten along U. S. 219 to industries in Johnsonburg, St. Marys and Bradford already illustrate the highway congestion problems posed by this industry.

While future improvements to routes connecting the Pittsburgh area with Region Ten may have the greatest long-range industrial impact upon this area, the Shortway, currently under construction, will provide an immediate major stimulant to tourism because it serves two of the largest urban concentrations in North America. The tourist facilities of the Region will attract large numbers of these urban residents. In addition, the normal traffic generated between these urban concentrations will stimulate increasing service and tourist industries for the small urban centers along this highway.

As previously noted, the City of DuBois has halted construction of the Shortway across its municipal watershed. Consequently, highway construction has not begun in this short section of road, although the bridge that will span the raised reservoir has already been designed. If this problem is not settled quickly and necessitates court action, valuable construction time will be lost.

The shortway will bring renewed growth to the boroughs in the central portion of the Region, among which DuBois with its converging north-south routes could benefit the most. Urban centers near the Shortway interchanges should experience modest growth but this does create problems of land development control near these interchange areas. Brookville's new junk yard, just west of the Borough is an example of what can happen to mar the development potential (tourist and industrial) provided by State and Federal investment unless adequate planning controls are adopted now.

K. Central City Planning

Central City Development Trends

The four most important urban centers in Region Ten are DuBois, Clearfield, Punxsutawney and Clarion, with populations ranging in size from 10,000 down to 5,000. Clarion, the smallest was the only one of these boroughs to experience any population growth between 1950 and 1960. Clarion

State College and the Owens-Illinois Glass Plant have both expanded their facilities and this has also produced substantial growth in the borough's real property values (more than twice the increase of the other three centers combined), per capita retail sales and manufacturing employment.

There has been a significant increase in the number of manufacturing jobs between 1957 and 1964 in all of these boroughs except DuBois, whose employment has remained rather static. Punxsutawney experienced the greatest increase of jobs (186), but this gain is attributed to the borough's annexation of an adjoining industrial park. Clearfield, Punxsutawney and DuBois all have a very high proportion of deteriorated and dilapidated housing, 36, 30 and 18 per cent, respectively, compared to the Pennsylvania average of about 16 per cent. There are no housing authority programs in any of these four communities and even at the county-level, only Jefferson, whose program has been inactive since the early 1940's, has ever had County Housing Authority.

All of these urban centers, with the exception of Punxsutawney exhibited substantial increase in retail sales between 1958 and 1963. DuBois' increase of more than 25 per cent (a gain of more than \$5 million) confirms this borough's increasing function as a regional shopping center.

Urban Center Development Trends

Urban Center	Population 1950-60	Dilapidated & Deteriorated Housing-1960	Real Property Change 1960-64	Manufacturing Jobs 1957-64	Retail Sales 1958-63
Clarion	+12.5%	5.6%	+24.9%	+ 6.4%*	+19.9%
Clearfield	- 0.9%	35.8%	+ 0.9%	+14.5%	+10.3%
DuBois	- 7.2%	18.2%	+ 2.3%	- 0.6%	+26.4%
Punxsutawney	- 1.8%	29.6%	+ 3.0%	+55.2%	-15.2%

* Measured from 1961 to 1964

Note: The 1960 population figures for the above communities were:
Clarion 4,958; Clearfield 9,270; DuBois 10,667; and Punxsutawney 8,805.

Planning and
Redevelopment Programs

Twelve municipalities in the Region have undertaken or are planning to begin comprehensive planning studies in response to a growing awareness of the significance of community planning and urban renewal programs. A comprehensive planning study was completed in Clarion Borough as one of seven tasks which the community undertook to qualify for receipt of Federal urban renewal funds. Local planning is under way in the northeastern part of Jefferson County in the Boroughs of Brockway and Falls Creek and Snyder and Washington Townships. This program was initiated with the support of the major employer in this area (The Brockway Glass Company).

The company provided its facilities for public meetings in support of the program because it believed that comprehensive planning for a better community was necessary if young technical personnel were to be retained in the Brockway area. As a result, four planning commissions were formed and a consultant hired with local and Federal funds. The four commissions have participated in a joint program through a single coordinating committee. This group, with representatives from each of the communities, prepared area-wide plans for highway and community facility development. Subsequently, the communities have been able to present a strong case to the State Highways Department for another Shortway interchange which would provide direct access to the county's airport, to a proposed industrial park and to local fishing areas that have a potential for increased recreation development.

Other communities within the Region have responded to the success of the Jefferson County group by embarking upon similar planning efforts of their own. In spite of past differences, the City of DuBois and its surrounding Sandy Township recognized the need for collaborative planning and selected a consultant to formulate a single borough-township plan which was completed in 1964. Planning commissions were also established in Brookville and Punxsutawney and their consultants have nearly completed comprehensive plans for these boroughs.

The Borough of Clearfield and its surrounding Lawrence Township may also soon begin a coordinated joint planning program. Curwensville, however, has for years been unsuccessful in persuading its adjoining Pike Township to join with the borough in planning for the growth expected to occur around the Curwensville Reservoir which will be completed in 1966.

Much of the Region's current interest in local planning has been stimulated by construction of the Shortway. Punxsutawney's planning program calls for improvement to State Route 119 which links this community to the Shortway. Similarly, Sandy Township (with two interchanges) in Clearfield County and Washington Township (one interchange) in Jefferson County have zoned the land around their interchanges and, in the process, extended these controls to the rest of their township.

The Borough of Clarion is trying to meet the demands of Clarion State College which is currently involved in an expansion program and needs more land in the borough. To facilitate the expansion of this major employer, the Clarion County Redevelopment Authority has been petitioned to acquire and

clear abutting substandard residential areas. The anticipated increase in traffic generated by the Keystone Shortway and the College's growing enrollment will create growth problems for Clarion County, but the recognition of these problems may eventually provide the impetus for establishing a county planning commission.

L. County Planning Programs

County Planning Accomplishments

In anticipation of the growth the new Interstate 80 (The Shortway) may bring, both Clearfield and Jefferson Counties established planning commissions during the latter part of 1962. After some delays, Clearfield County hired a planning director in July 1964, as has Jefferson County, a full year later, in August 1965.

In contrast to these two counties, Clarion does not yet have a county planning commission nor is the county considering one at this time. This reluctance on the part of Clarion County to appoint a county planning commission is attributed to local misgivings that a county planning commission might result in increased county expenditures and an arbitrary control of the use of rural land. In a county which is still largely rural, support for land use planning is often limited to urban boroughs. But the Agricultural Extension Service recognizes the need for county planning and some land development controls that would protect Clarion County's best agricultural lands. The County Redevelopment Authority has also been urging the County Commissioners to establish a county planning commission in order to help the Authority plan its redevelopment programs. At the present time, Clarion is one of the remaining ten counties in the Commonwealth which does not have a county planning commission.

In Jefferson County, the recently hired planning director has designed a two-year comprehensive planning program and will hire a consultant to undertake most of the planning work. A large proportion of the planning director's time will be spent in promoting planning throughout the county and in teaching a local planning course. Additional time will be spent in helping the County Planning Commission formulate goals, policies and procedures since the county's small planning staff will be responsible for the content of the county plan and for its execution. The cost of carrying out this two-pronged program of county planning education and comprehensive plan preparation will be \$84,640, of which the county will contribute \$21,167 worth of services.

In Clearfield County, the small county planning staff, consisting of an executive director, secretary and draftsman, has had the opportunity of undertaking preliminary planning reconnaissance study of the county. This program has examined such development trends as the economy, population, land use, highways and community facilities, highlighting conspicuous problem areas. Simultaneously, a monthly Clearfield County planning newsletter has been published and an administrative manual formulated, setting forth the organization policies and procedures of the County Planning Commission. The total cost of this preliminary program has been \$15,600.

The continuing planning program, however will be developed over a three year period and cost considerably more. Under this program a local consultant will perform most of the planning studies but be supervised by the county planning staff. The first phase of the program will be the preparation of base maps and collection of statistical data. Phase Two will be an analysis of the data and formulation of the county development plan. This three year program, oriented towards basic county problems, will cost \$122,400 of which the county will contribute \$43,800 in services. The total average annual cost of Clearfield's planning program will amount to only 18¢ per capita. Due to a smaller population base, Jefferson County's planning costs, at 22¢ per capita are slightly higher, but are still low compared to county planning costs in other parts of the Commonwealth.

Evaluation of
Planning Programs

County planning has come to Region Ten at an awkward stage in the Region's history. Had Clearfield and Jefferson Counties' Comprehensive Plans been completed two or three years earlier than currently contemplated, they could have provided a decisive influence in determining the best general location of the Shortway and its interchanges. Had the two county planning commissions been established two or three years later, it is probable that they would have shared today's enthusiasm for multi-county region development planning and pooled their financial resources to create a single technical planning staff serving the entire region and planning commissions in each of the three counties.

At the moment there is no immediate prospect of any county planning in Clarion County, and Clearfield and Jefferson are proceeding independently with minimum local staffs and different planning consultants. Jefferson County has the advantage of having a planning director who, as a long-term county resident, is already personally familiar with many of the individuals directing various county development programs. Clearfield County can be commended for having taken the time and effort to conduct a preliminary reconnaissance study identifying the county's most pressing development problems rather than plunging into a standardized prototype planning program.

Many of the advantages of a regional program could be recaptured if both counties' planning consultants were instructed to coordinate their planning programs so that social and economic data gathered in one county was comparable to that used in the other county. If, in addition, the staff and commission members of both counties could meet periodically to review and coordinate comparable phases of their individual programs, there might, over a period of time, evolve a general consensus concerning the best answers to such region-wide concerns as the provision of improved north-south highway facilities.

REGION TEN INTERVIEWS
August 30 - September 3, 1965

CLARION COUNTY

Carl C. Hess	County Assessor
Samuel Mazzota	Manager, Clarion Chamber of Commerce
Clark Ray	Assistant Superintendent of County Schools
Phillip Wein	Executive Director, County Redevelopment Authority

CLEARFIELD COUNTY

Harris Breth	Manager, Clearfield Chamber of Commerce
Droze Dotts	Chairman, Clearfield Industrial Development Committee
Robert Kester	Chief, Mapping Division of Clearfield County
Nelson Parks	Director, Clearfield County Planning Commission
Fred Rhoads	President, Clearfield County Development Council

JEFFERSON COUNTY

Harry Coleman	Secretary, Jefferson County Development Council
H. Clair Henry	Superintendent of County Schools
Robert Lyle	Chief, Jefferson County Mapping Section
Charles Maxwell	President, Jefferson County Tourist Promotion Agency
Joseph McLaughlin	President, Western Pennsylvania Laurel Festival
Jack Rishell	Executive Secretary, Punxsutawney Industrial Development Corporation
Dennison Snyder	Director, Jefferson County Planning Commission

REGIONAL PERSONNEL

Eugene Alexandrowicz	Regional Sanitarian, Department of Health
Walter Heine	Regional Sanitary Engineer, Department of Health
James Hite	Labor Market Analyst, Bureau of Employment Security
Robert Hopkinson	Division of Advanced Planning, Pa. Department of Highways
George W. Keener	Rural Area Development Specialist, Dept. of Agriculture
Stan Neathery	Regional Supervisor, Bureau of Community Development
E. L. Peterson	Manager, Area Development, Pennsylvania Electric Company
Paul Weithman	Labor Market Analyst, Bureau of Employment Security
Richard Zinn	Air Pollution Engineer, Department of Health

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[illegible]

姓名	性别	年龄	职业	住址
王德	男	45	农民	XX村
李德	男	40	工人	XX厂
张德	男	35	学生	XX校
赵德	男	30	教师	XX校
刘德	男	25	医生	XX院
陈德	男	20	记者	XX报
周德	男	15	学生	XX校
吴德	男	10	学生	XX校
孙德	男	5	学生	XX校
郑德	男	0	学生	XX校
王德	男	5	学生	XX校
李德	男	10	学生	XX校
张德	男	15	学生	XX校
赵德	男	20	学生	XX校
刘德	男	25	学生	XX校
陈德	男	30	学生	XX校
周德	男	35	学生	XX校
吴德	男	40	学生	XX校
孙德	男	45	学生	XX校
郑德	男	50	学生	XX校
王德	男	55	学生	XX校
李德	男	60	学生	XX校
张德	男	65	学生	XX校
赵德	男	70	学生	XX校
刘德	男	75	学生	XX校
陈德	男	80	学生	XX校
周德	男	85	学生	XX校
吴德	男	90	学生	XX校
孙德	男	95	学生	XX校
郑德	男	100	学生	XX校
王德	男	105	学生	XX校
李德	男	110	学生	XX校
张德	男	115	学生	XX校

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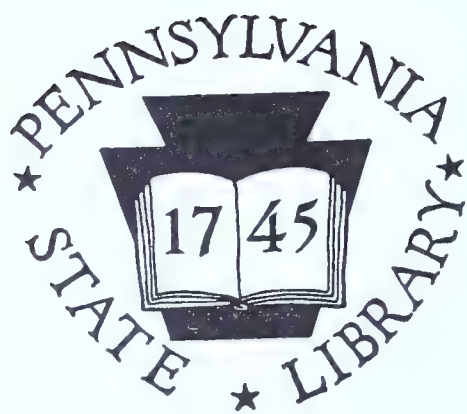
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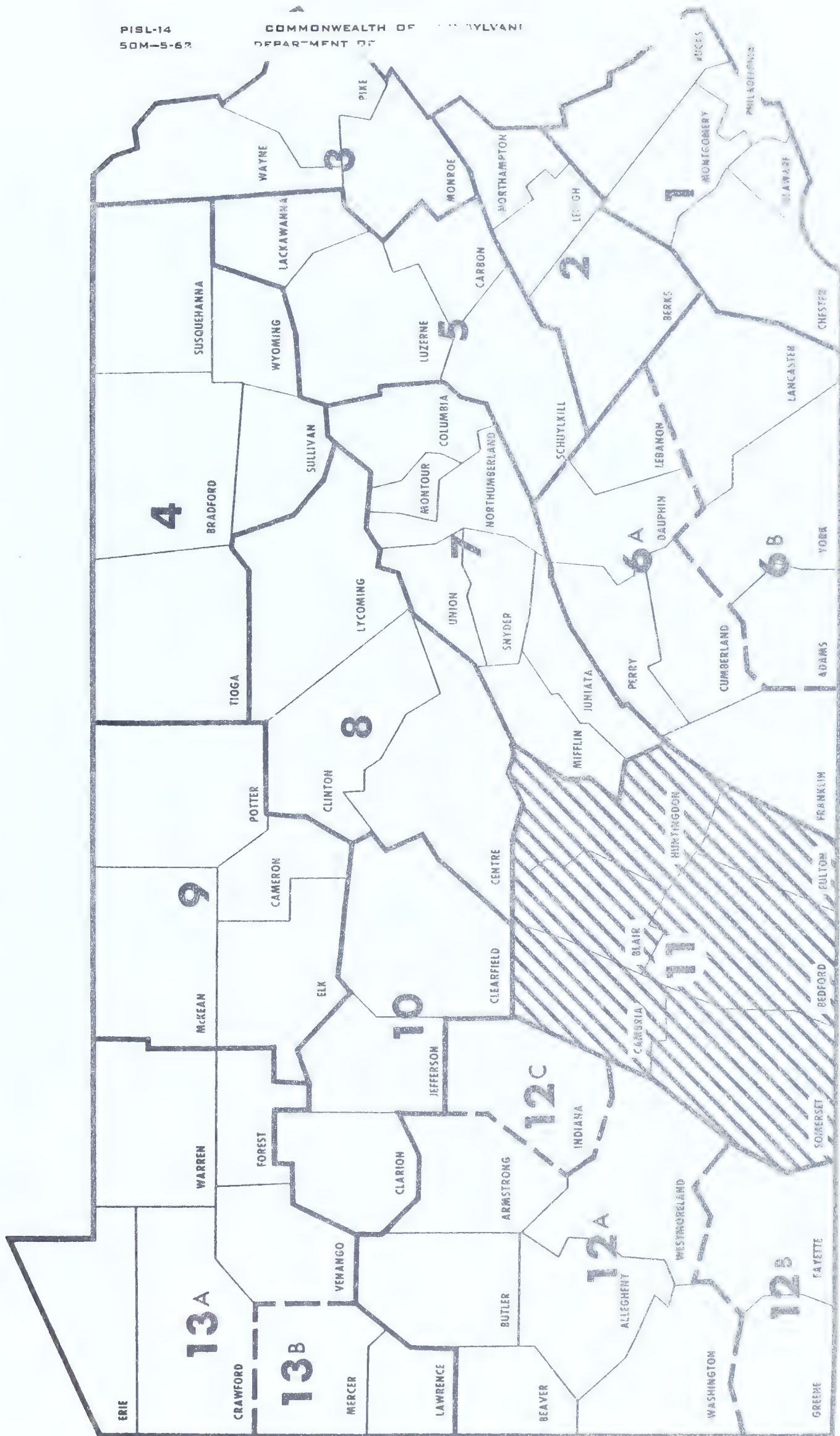
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REGION 11

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Field Interviews Schedule
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NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board Staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION ELEVEN

Part I DEVELOPMENT TRENDS

A. Regional Setting

Common Characteristics of Region Eleven

Region Eleven is situated between the urban concentrations of southeastern Pennsylvania, a portion of Megalopolis and the western Pennsylvania urban centers which represent the eastern extension of the lower Great Lakes urban complex. As a result of this strategic location, the Region has since its early history provided both human and natural resources to both of these urban concentrations. Historically, most communication and transportation lines connecting the State's two large urban centers have passed through this Region. The early turnpikes, canals and railroads successively crossed the mountain barriers found in the Region.

The Region is drained by tributaries of three major river systems - the Ohio, Potomac and Susquehanna. This large catchment area possesses excellent reservoir sites for flood control, water supply and recreation for communities outside of the Region.

Bounded by the Maryland State line on the south, the Region encompasses high and rugged mountains from Laurel Hill on the west to the escarpment of the Allegheny Front. East of this line lower parallel ridges and valleys dominate the landscape. The southeastern border of the Region is located along the edge of the superior agricultural lands of the Great Valley and the urban centers of Megalopolis.

Into this rugged area came the Scotch-Irish, German and English pioneers to settle in the agricultural valleys of the headwaters of the Juniata River and its tributaries. In the western part of the Region, Cambria and Somerset Counties were settled from the west via the river gap in Laurel Hill. Improved communications through the area stimulated the development of industry based upon the Region's natural resources. Immigrants from Central and Southern Europe were attracted by the employment opportunities that were available in the flourishing coal and steel industries located in the area, especially in the vicinity of Johnstown.

Region Eleven has been dominated by extractive industries which have greatly influenced its present appearance and the location of many of its communities. Iron ore, timber, stone and coal all provided early impetus for growth and account today for the industrial flavor found in many of the towns. Most of the communities in the eastern section developed as trading centers for the agricultural valleys and remain relatively isolated from major urban centers.

Relationship To
Surrounding Regions

The Region's geographic position between the State's two large urban centers, coupled with declines in regional employment in the coal, railroad and steel industries, has resulted in extensive migration from the area over the past three decades. Commuting from the Region is most significant in the eastern and southern portions as a result of job opportunities in Mifflin and Franklin Counties and the State of Maryland. Recent declines of jobs in the Pittsburgh area have severely limited opportunities in that direction.

An increasing number of weekend and vacation homes has developed within the Region indicating that the residents of the urban centers near Pittsburgh and to the east are finding this portion of the State an easily accessible and attractive recreation area. Much of the southeastern section of the Region is oriented toward Maryland and with the development of the Potomac River Basin reservoirs, for recreation and other uses, there is likely to be more significant inter-relationships between these areas. The development of the Raystown Federal Recreation Area, near Huntingdon, will provide an additional site that will attract tourists and vacationers from more distant portions of Pennsylvania and the south. This increase in tourism will create development control problems similar to the State's two other proposed Federal recreation areas - Tocks Island and Allegheny River.

Natural
Resources

Since the turn of the century, bituminous coal mining has been the dominant mineral resource of the area. While still important, the industry at the present time represents only a fraction of its former dominance. Since 1941, employment has declined 82 per cent to the current level of 5,400 employment, while production has decreased 60 per cent to an annual total of 10.6 million tons. Deep mining accounts for nearly all production (88 per cent) in Cambria County and about 43 per cent in Somerset County. Large reserves still exist and await additional or accelerated demands for this coal. One such demand will be the proposed mine-mouth generating station near Johnstown, known as the Conemaugh Project, which will use about five million tons of bituminous coal a year. The major portion of this coal will come from the mines near Johnstown.

Crushed stone, industrial sand (Huntingdon County is the leading State producer) and sand and gravel are significant mineral industries throughout the Region.

About 60 per cent of Region Eleven is forested with most of the State owned forest lands located in the southern and eastern sections. The forests of this Region provide wood pulp to two major paper companies.

Large areas of agricultural land devoted to dairy and poultry production are located within the valleys of the eastern portion of the Region. Much of the farming in the southeastern part is subsistence-level general farming. Potatoes are grown on the higher elevations found in the western portion of the Region, in addition to dairying, because of the shorter growing season.

Water is abundant within the Region but acid mine pollution is prevalent in many westward flowing streams of the coal area. A large number of potential reservoir sites exists throughout the Region, and some of these will be developed under the Susquehanna River Basin Plan. Many small watershed dams in conjunction with large multi-purpose reservoirs are planned for the southern portion of the Region under the Potomac River Basin Plan. The general scenic quality of this area together with the potential of these reservoirs represent one of the Region's most important resources. A proposed 32 mile lake on the Raystown Branch will create new development problems in this area but will enhance the recreational potential of this relatively undeveloped eastern portion of Region Eleven.

Environment on
Future Pattern
of Development

This Region has suffered greatly from technological change in the coal and railroad industries. Presently, the steel industry is also undergoing dramatic changes. Declining employment in these three industries has induced a continuing out-migration from the Region. Dynamic industrial development programs have tempered some of the losses, particularly in the Altoona area, but generally with lower wage employment.

Distances from markets, general inaccessibility, obsolescence of industrial plants and a host of environmental problems combine to hinder industrial development in much of the Region. However, improvements to the major north-south highways, U. S. 219 and U. S. 220, under the Appalachian Program will provide improved access to the Keystone Shortway and Pennsylvania Turnpike. A recreation industry, based upon proposed and existing State Parks and reservoirs will promote an increase in vacation and weekend home building. The ~~XX~~ Laurel Highlands and Juniata Mountains Recreation Associations are already actively promoting tourism throughout the Region.

Many of the blighted communities have developed around the coal and railroad industries. As these industries have declined they have been largely supplanted by female employment in apparel manufacturing. However, these social problems are common throughout much of Appalachia, but it is anticipated that the Appalachian Program will ameliorate some of these conditions.

The continuing decline of population in Cambria and Somerset Counties has more than offset the population growth occurring in the remainder of the Region. Recent indications are that employment opportunities in these two counties are stabilizing and that population may follow this trend. When this occurs, the Region will begin to show a modest over-all population growth.

With the exception of the Turnpike, the area has been largely bypassed by the Interstate System. A small section of Interstate 70, in Fulton County, is on one of the most direct routes between the southern Middle Atlantic States and the eastern Great Lakes. The intersection with the Pennsylvania Turnpike, coupled with cheap land within easy driving distance of urban areas to the south and east and nearby proposed water development projects, give the area some locational advantages which could be exploited.

B. Population Trends

Over-all Regional Growth

From 1940 to 1963, Region Eleven has suffered significant population losses. During the 1940's, the population of all six counties declined but in the 1950's modest increases were experienced in Bedford and Fulton Counties. Since 1960, substantial increases in population are occurring in all but two counties. Cambria County and Somerset County, which serves as a "bedroom" county for many workers commuting to the Johnstown area, continue to lose population because of the deficiency of employment opportunities within this portion of the Region.

Continuing out-migration has resulted in population losses during the past three decades. While emigration from the Region has begun to slow down since 1960, the effects of this prolonged movement have been most significant. As a result of this exodus of the younger, more mobile child-bearing age groups, the Region's natural increase has declined rapidly below the levels of the 1950's.

Locational Trends in Regional Growth

A large portion (35 per cent) of Region Eleven's total population is concentrated in cities and suburbs around Johnstown and Altoona. Within these urban areas, the central city population has declined as a result of the movement of residents to the surrounding townships and boroughs.

In recent years, population losses in Johnstown have exceeded those in Altoona. There are indications that the decline of population in Altoona is slowing down and that the population is stabilizing. On the other hand, Johnstown officials are concerned that the Bureau of the Census will remove them from their position as a Standard Metropolitan Statistical Area because of the decline of the central city to a level below 50,000 population. If this occurs, the Bureau of the Census would not collect as much data about the area and this would seriously hinder future urban studies because of a lack of census data.

Another area that continues to decline in population is located around the Broad Top coal field in northeastern Bedford County. This coal producing area, similar to but separated from the coal fields to west of the Allegheny escarpment, continues to show population losses. Since 1960, many of the coal areas to the west have experienced modest increases in market values and some minor population gains. However, this reversal of past trends has not occurred in the Broad Top area and continued losses can be expected in this section because of the lack of any locational advantages and extreme isolation.

Fulton County has shown substantial population increases since 1960. This growth may be attributed to the proximity and the ease of commuting to the increasing job opportunities in Franklin County and Hagerstown, Maryland.

Population Summary
Components of Regional Growth
1940-1970

	1940-1950	1950-1960	1960-1970 ¹
Natural Increase per Decade	60,537	63,158	44,010
Net Migration per Decade	-69,727	-75,552	-56,500
Total Change per Decade	- 9,190	-12,394	-12,490
Per Cent Change per Decade	-1.73	-2.37	-2.45

1. Projection based on 1960-1963 trends.

County Population Trends and Projections
1940-1970

	1940	1950	1960	1963 Estimates	1970 (Projections of 1960-1963 Trends)	1970 ¹ (Temple Projection)
Bedford	40,809	40,775	42,451	43,998	47,211	43,753
Blair	140,358	139,514	132,270	140,920	148,530	134,673
Cambria	213,459	209,541	203,283	192,890	171,303	193,609
Fulton	10,673	10,387	10,597	12,228	15,617	10,939
Huntingdon	41,836	40,872	39,457	39,823	40,577	38,025
Somerset	84,957	81,813	77,450	76,583	74,780	75,903

Region						
Eleven	532,092	522,902	510,508	506,451	498,018	496,902

1. The Population of Pennsylvania: Projections to 1980, June, 1963

Other areas of modest growth are located within the Region's southern tier counties. Both Somerset and Bedford Boroughs can attribute much of their growth to the proximity of the Pennsylvania Turnpike and accessibility to the Region's two major north-south highways - U. S. 219 and U. S. 220. In addition, growth is occurring in a linear belt along these two arteries. Since 1960, there have been significant increases in market values of taxable real property along these north-south highways, but particularly where they intersect the major east-west routes such as the Turnpike and U. S. 22.

Economic growth, reflected in increased market values, is occurring in the southwest corner of Somerset County. This growth is attributed to the rapidly increasing recreation development along the east shore of the Youghiogheny Reservoir. Eventually, this increased development may result in population gains in this portion of the County.

Prospects for Future Growth

The Region's future population outlook hinges upon events that will occur in Cambria and Somerset Counties. The remainder of the Region has experienced modest population growth since 1960. However, the losses occurring in the western portion of the Region have more than offset these

minor gains. Out-migration from Cambria and Somerset Counties has followed the steady decline of employment within the coal and steel industries. But since 1961, employment has been increasing in the Johnstown Metropolitan Statistical Area offering the hope that, in these two counties population will stabilize during the current decade. As a result, it is expected that the population of Region Eleven will stabilize at a level slightly in excess of 500,000. Not until after 1970 can the population of the Region be expected to begin to show substantial gains.

It also appears that the coal, steel and railroad industries have adjusted to new market conditions and that the influx of diversified industries will reduce the Region's reliance upon the older established industries. In addition, new Interstate 70 and the proposed improvements to three of the Region's principal highways - U. S. 22, 219 and 220 - will result in improved access into this Region. This condition would allow the population of the major urban centers of Pittsburgh, Baltimore and Washington to make use of the recreation facilities within Region Eleven. The expanded recreation industry would further stem the out-migration from the area and provide an additional base for population and economic growth within the Region.

C. Economic Trends

Characteristics of the Regional Economy

In 1960, manufacturing was the largest regional employer, employing over 29 per cent of the workers, compared to 33 per cent for the State. Within the Region, Cambria, Blair and Somerset Counties accounted for most of the manufacturing employment with Cambria County employing 53 per

cent of its labor force in manufacturing - primarily in the manufacture and

fabrication of steel. Within this manufacturing sector in the Region, the greatest source of employment in 1960 was found in primary metals, followed by apparel, food and kindred, leather and paper and allied products.

After manufacturing, service employment accounted for 18 per cent of total regional employment in 1960, compared to 19 per cent for the State. Employment in retail trade ranked third in 1960, with 16 per cent of regional employment, compared to 15 per cent for the State, while agricultural employment, though declining by almost 39 per cent between 1950 and 1960, still retained a higher proportion of total regional jobs (5.3 per cent) than the State which had only 2.9 per cent of all its employed working in agriculture.

Dependency on employment outside the Region is evidenced by 1960 data showing that 4 per cent of total resident income was earned outside the Region. During this same year approximately 5,000 manufacturing workers traveled outside the Region to work. Though regional total cannot be derived from the following table, it does show the importance of employment outside of the county of residence for all of the counties in the Region.

Persons Employed Outside County of Residence
1960

County	Number	Per Cent of Employment
Fulton	1,038	31%
Somerset	5,033	23%
Bedford	2,500	20%
Huntingdon	1,888	16%
Cambria	3,386	6%
Blair	1,724	4%

Source: U. S. Census, 1960

According to Labor Market Analysts stationed in Altoona, Johnstown and York, large numbers of workers from Fulton County commute to the Letterkenny Depot in Franklin County, while others travel to Hagerstown, Maryland, to work with Mack Truck and the Fairchild Aircraft Corporation. Workers in the northern half of Somerset and Bedford Counties commute to high wage jobs in the Johnstown steel plants. In the southern portion of these two counties, many workers commute south to jobs in Cumberland, Maryland, where the Kelly Springfield Corporation, the Baltimore and Ohio Railroad and Pittsburgh Plate Glass Corporation employ over 4,500. In Huntingdon County, commuting is mainly to Lewistown and to Altoona, while some residents of the eastern portion of Cambria County commute into Blair County.

The Region's median family income level, traditionally lower than the State average, grew by 45 per cent, compared to a higher 46 per cent growth rate for the State between 1949 and 1959. As a result, the Region's median

family income of \$4,647 in 1959 comprised a slightly lower proportion (81.3 per cent) of the State's median family income than it did in 1949 (81.6 per cent). Within the Region, Blair County enjoyed the highest median family income level in 1959 and Somerset County the lowest.

Unemployment Trends

Based on census data, the Region's unemployment rate increased from 7 per cent in 1950 (approximately the State's rate) to 8.8 per cent in 1960, while the State's rate remained at 7 per cent. During this period, Somerset County experienced the greatest increase in unemployment rate for the

Region (7.5 per cent in 1950 to 13.2 per cent in 1960) with all counties except Bedford and Blair also showing a rise in unemployment. With the exception of Fulton County, which increased its employment by 16 per cent and its work force by 18.8 per cent during this period, regional employment declined at a faster pace than work force thus forcing up the unemployment rate as noted previously.

Since this period, economic trends have changed according to Bureau of Employment Security figures. As shown in the following table, unemployment in Region Eleven dropped by 16,700 between 1958 and 1964 thus lowering the unemployment rate from 16.1 to 7.6 per cent. However, this decrease in unemployment results mainly from a reduction in the work force. The 1,900 job increase for the Region during this period has therefore only slightly influenced the decline in the unemployment rate. The reduction of 14,800 persons seeking work appears to be the result of a combination of several factors: continued high out-migration from the Region, an increasing amount of commuting to jobs outside the Region, and the early retirement of those unemployed from the labor market. The greatest loss of work force within Region Eleven, has occurred in the Johnstown labor market. In this market area, covering Cambria and Somerset Counties, 13,000 workers left the work force between 1958 and 1964. This loss was attributed to a decline of jobs in the coal, wholesale and retail trade and the steel industries.

Labor Force Data
1958 - 1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	181,400	152,400	29,000	16.1%
1961	173,000	145,900	27,100	15.0%
1964	166,600	154,300	12,300	7.6%
Difference				
1958-1964	-14,800	+1,900	-16,700	-8.5%

Source: Bureau of Employment Security

Another measure used to describe the economy of the Region is the seasonality of employment. According to labor market data, Region Eleven has

been experiencing a severe drop in mining jobs and an increase in construction, tourist and associated jobs. As a result, the peak of employment in the Region is now experienced during the summer months rather than in the winter, as was formerly the case. Because mining employment does not make up as large a proportion of total employment as it once did, increases in winter mining employment to meet the increased demands for heating coal during the cold winter months has less influence on the Region's economy than it once did.

Over-all Regional
Growth in Employment

Regional employment between 1950 and 1960 declined 5.3 per cent compared to a 4.7 per cent gain for the State. With the exception of Fulton and Bedford Counties, which experienced gains in employment during this period, all other counties in this Region experienced a decline in employment.

The greatest rate of decline within the Region occurred in Somerset County while Cambria County actually showed the greatest absolute loss of jobs.

During the latest period, between 1958 and 1964, a continued loss of 3,000 jobs in the Somerset and Cambria area (primarily soft coal jobs) has been more than offset by a gain of 4,900 jobs in the Altoona, Bedford and Huntingdon labor markets thus resulting in a net increase of 1,900 jobs for the whole Region.

Components of
Economic Growth

The decline of total regional employment between 1950 and 1960 can be attributed, in part, to substantial, rapid employment declines in mining, agriculture and transportation. Regional employment in mining decreased 67.8 per cent (16,525 workers) between 1950 and 1960. The most significant losses occurred in Somerset, which declined 78 per cent (5,734) and Cambria which experienced a 64 per cent loss (9,466). With the exception of Fulton, all counties suffered declines of 60 per cent or more.

Agriculture employment within the Region was reduced 38.6 per cent between 1950 and 1960. Losses ranging from 38 to 43 per cent occurred in all counties except Huntingdon (31 per cent). Nevertheless, agriculture continues to account for a relatively large share of total employment in Bedford, Fulton and Huntingdon Counties.

Total employment in the transportation industry declined 30 per cent (7,190) between 1950 and 1960. Blair County experienced a 39 per cent reduction in transportation employment due mainly to the loss of jobs at the railroad shops in Blair County.

Even back during the rather bleak 1950 and 1960 decade, there were industrial sectors that were experiencing growth. In many instances where growth was occurring, it was taking place at a faster pace than for the State as a whole.

Industrial Growth Sectors
1950 - 1960

Industrial Sector	Absolute Change In Regional Employment	Per Cent Change For Region	Per Cent Change For State
Finance, Insurance And Real Estate	1,067	37.9%	29.1%
Manufacturing	9,887	26.0%	9.5%
Communications	240	17.7%	8.8%
Public Utilities	203	9.1%	1.7%
Retail Trade	1,901	7.7%	5.7%
Construction	305	3.8%	-2.7%

Within the manufacturing sector, which showed the greatest regional growth between 1950 and 1960, individual industries have experienced very different histories of growth and decline. The following table lists ten industries which experienced substantial growth or decline in manufacturing employment between 1951 and 1963 and notes counties which were most affected by these changes.

Changes in Manufacturing Jobs
1951 - 1963

Growth Industries	Employees	Counties Most Affected
Apparel Products	+2,744	Somerset, Cambria, Fulton & Huntingdon
Leather Products	+1,789	Blair, Huntingdon, Bedford & Cambria
Fabricated Metals	+ 939	Cambria
Machinery, except Electrical	+ 773	Blair, Bedford
Electrical Machinery	+ 466	Huntingdon, Blair
Declining Industries	Employees	Counties Most Affected
Primary Metals	--5,866	Cambria
Stone, Clay & Glass Products	-1,802	Blair, Huntingdon, Cambria
Transportation Equipment	-1,468	Cambria
Lumber Products	- 546	Somerset, Bedford, Cambria
Textile Mill Products	- 468	Huntingdon, Cambria (Blair, Increase)

Source: Pennsylvania Department of Internal Affairs, County Industry Report.

In order to determine whether regional trends departed appreciably from general employment trends, Region Eleven experiences over a selected interval of time were compared with data for a four-state area consisting of New York, New Jersey, Ohio and Pennsylvania. The procedure used, the differential

shift technique, is illustrated in the following example. In the four-state area mentioned above, total employment in the apparel industry declined 15.7 per cent between 1951 and 1963. If Region Eleven had followed the four-state trend, then the Region would have experienced a decline or proportionate shift downward of 847 jobs. Actually, the Region experienced a growth of 2,744 jobs and the difference between +2,744 and -847 is termed a "differential shift" of 3,591 jobs toward a greater specialization in the apparel industry. This experience, and those of four other manufacturing industries in which the Region has become more specialized, and four industries in which it has become less specialized, is depicted in the following table.

Differential Shift In Manufacturing Jobs
1951 - 1963

Increased Specialization	Decreased Specialization	Number of Jobs
Apparel Products		+3,591
Leather Products		+1,897
Fabricated Metals		+1,072
Non-electrical Machinery		+ 787
Textile Mill Products		+ 440
	Primary Metals	-1,689
	Transportation Equipment	-1,527
	Stone, Clay & Glass Products	-1,261
	Printing & Publishing	- 354

Source: Pennsylvania Department of Internal Affairs

Since the low employment period of 1962-63, 2,900 steel, 300 transportation and 200 mining jobs have been regained. In addition, local officials believe that recent employment gains by these industries will continue. The prospective merger of the New York and Pennsylvania railroads, if consummated, will add an estimated 1,200 railroad jobs to the Region's total. The rationale on which this is based is that the New York Central will transfer much of its repair facilities to this Region where The Samuel Ray railroad car rebuilding shops in Hollidaysburg and the Juniata heavy repair diesel shops in Altoona are some of the largest and best equipped railroad repair shops in the world. It is expected that 1,000 new mining jobs will be created by the construction of two mine-mouth electric generating plants located at Graceton (Homer City) in Indiana County and at New Florence (Conemaugh) in Westmoreland County. These jobs may provide employment for residents of the Region.

Since the slump in steel jobs in 1962, many of those laid off have been rehired in the Johnstown labor market. Recent trends indicate that a high proportion of the Region's employment will continue to be dependent on the large Bethlehem and U. S. Steel Companies. Prior information in this report indicated a decline in primary metals employment and a "differential shift" away from primary metal jobs. This apparent contradiction is explained by the fact that the United States Steel factory in Johnstown is classified as a metal fabricating plant producing custom machinery, cranes and train cars. Primary steel is therefore not manufactured at this plant. Though Bethlehem

employs fewer employees than it once did in its steel division where steel is manufactured and rolled, it is gradually expanding its car division where other products, in addition to railroad cars, are fabricated. This diversification in the steel industry has therefore placed more emphasis on fabricated metal employment, which is growing in Region Eleven, resulting in a differential shift towards specialization in fabricated metal employment and away from primary metal employment.

Since fabricated metals is a medium-wage industry and primary metals a high-wage industry, there has been a small increase in the proportion of the Region's medium-wage manufacturing jobs and a sizeable drop in the high-wage sector. The large increase in the proportion of low-wage employment is a result of the growth of the apparel and leather industries in other parts of the Region.

Proportion of Manufacturing Employment
In Low, Medium and High Wage Industries
1940 - 1963

Year	Low Wage (Under \$5,000)	Median Wage (\$5,000-\$6,000)	High Wage (Over \$6,000)
1940	26.9%	22.6%	50.5%
1951	32.0%	22.7%	45.3%
1963	42.2%	25.3%	32.5%

Source: Pennsylvania Department of Internal Affairs.

Location of Economic
Problem Areas and
Growth Centers

While employment with the Pennsylvania Railroad was once the main industry of the Altoona market, it now takes second place to manufacturing. In the wake of declining employment in the transportation industry, certain other trends appear.

The most noticeable is the expansion in the soft goods industries. Employment in leather goods and textile products doubled in Blair County in 1951. In 1964, the most significant manufacturing industries in Altoona were textiles, food, electrical machinery and leather. This increase in the soft goods industries contributed to the increase in manufacturing employment in Altoona, which had a total of 6,980 jobs in 1964, a gain of 1,629 jobs since 1957. However, soft goods industries are, for the most part, female-employing industries and account for the increasing percentage of female employment in manufacturing, another characteristic of labor surplus areas. Female manufacturing employment in Blair County in 1963 totaled 46 per cent.

While the transportation industry declined almost 40 per cent in Blair County between 1950 and 1960, manufacturing employment experienced a 26 per cent rise between 1951 and 1963. However, between 1961 and 1964, Williamsburg suffered a decline of 253 manufacturing jobs due mainly to losses in the paper industry.

With the decline of the Region's dominant industries, considerable

change has taken place not only in the type of employment available, but also in its location. Statistics on these locational changes are available for the manufacturing sector only. Major changes in the number of manufacturing jobs between 1951 and 1964, by county, are shown in the following table.

Manufacturing Job Changes, By County
1951 - 1964

County	Manufacturing Jobs	
	Gain	Decline
Blair	+2,997	
Somerset	+1,546	
Bedford	+ 453	
Fulton	+ 501	
Huntingdon		- 818
Cambria		-4,856

Source: Department of Internal Affairs.

In Cambria, the City of Johnstown accounted for 85 per cent of the manufacturing employment in 1964. During the period 1957 to 1964, manufacturing employment in Johnstown declined by 5,414. This was a direct result of declining employment in primary metals and transportation equipment at the Bethlehem Steel Company.

In 1963, fabricated metals was the second largest employer in Johnstown, (1,440). More than 95 per cent of the jobs in fabricated metals were provided by the U. S. Steel Corporation, though there were indications that Bethlehem Steel may also be diversifying into fabrication work. The apparel industry ranked third in total number of jobs (1,319), followed by transportation equipment (1,275) and food products (1,028). Since 1961, transportation equipment, apparel and primary metals have shown increased employment within the city. However, this has not offset the losses resulting from major employment declines since 1957.

To the north and east of Johnstown, are located small apparel factories averaging approximately 250 employees. Some of the principal areas in which this employment is located are the Boroughs of Gallitzin, Barnesboro and Portage.

Within the Cambria-Somerset area, coal mining was at one time the leading single source of employment. In 1950, approximately one-fourth of the employed labor force was so engaged. However, since 1950, there has been a considerable decline in the number of jobs in mining as the industry has become more mechanized.

Most of the mining population is widely scattered outside Johnstown, with the result that Johnstown is one of the most decentralized metropolitan areas in the nation with only about one-fifth of the total inhabitants residing within the city.

A significant number of persons who work in Johnstown commute from Somerset County. Somerset County has basically been a coal mining county, dominated by strip mines.

In Somerset County, the Borough of Windber is the leading manufacturing area. In 1964, it had 817 persons employed in manufacturing, a gain of 118 jobs since 1961. Approximately three-quarters of this employment was in apparel products. A similar situation exists in Eoswell Borough which has about 95 per cent of its employment in apparel. The greatest increase in employment between 1961 and 1964 occurred in the Borough of Meyersdale. Although apparel is the Borough's principal industry, the rise in manufacturing employment was due to the addition of new industries, such as food, furniture and textile products. The Borough of Somerset, the county seat, experienced a decline of 117 manufacturing jobs between 1961 and 1964, due mainly to the loss of its apparel industry. Both Somerset and Johnstown are local shopping centers for the surrounding coal field villages and are shipping points for coal.

In Huntingdon County, the major manufacturing center in 1964 was Mount Union with 1,390 jobs. Apparel was the largest single employer in 1963 (724), followed by leather products (520) and stone, clay and glass products (238). Approximately 65 per cent of the total jobs in Mount Union in 1963 were filled by women.

The total number of manufacturing jobs in the Borough of Huntingdon declined by 323 between 1957 and 1963. However, since 1961, there has been some recovery in employment, due to a revival of the stone, clay and glass industry.

Less significant manufacturing areas are Fulton and Bedford Counties. Both of these areas have a high percentage of persons employed outside the county. Fulton County has no major manufacturing center because manufacturing jobs in Fulton County in 1964 totaled only 571, up 173 jobs from 1961. The apparel industry, located in McConnellsburg, did provide 364 jobs in 1963, though agriculture is the largest single employer within the county.

In Bedford County, Everett Borough was the largest manufacturing center in 1964 with 587 jobs. Approximately 95 per cent of these jobs were in the apparel industry. Manufacturing jobs within the remainder of the county increased by 302 since 1961 with the most significant increases occurring in leather goods.

In Maryland, the major center of employment affecting Region Eleven is located in and around Cumberland, Maryland's third largest incorporated city. A major coal shipping center, the Baltimore and Ohio Railroad employs over 2,500 in this city. In addition, the large Pittsburgh Plate Glass Company and Kelly Springfield Company together employ over 2,000 workers. However, between 1950 and 1960, employment dropped by approximately 700 in the Cumberland labor market area, indicating that it did not appear to be a growth area to which workers from Region Eleven could commute. To the east of this city, the Hagerstown labor market appears to be flourishing with an increase in employment of approximately 2,500 jobs between 1950 and 1960. Because it is

southeast of Region Eleven, there are only limited opportunities for commuting to this area of employment from the southeastern portion of Region Eleven.

D. Agricultural Trends

Importance of the Region's Agriculture

Region Eleven has been producing increasing shares of total State farm production since 1949. The Region's proportionate share of Pennsylvania's total income derived from agriculture has increased from 5.8 to 6.7 per cent. Although this increase does not at first seem significantly great, the Region's agriculture is now earning approximately \$7.0 million more. Hence, Region Eleven has been participating in a gradual shift of farming from the north and western portions of the State toward the southeast and central sections of Pennsylvania. This is further substantiated by the fact that Region Eleven's 4.4 per cent share of Pennsylvania's population is able to contribute 6.7 per cent of the State income derived from agriculture.

Though agricultural employment of the Region declined 39 per cent during the 1950's, the percentage of total employment engaged in agriculture still remains relatively high in four of the six counties: Fulton, 23 per cent; Bedford, 16 per cent; Huntingdon and Somerset, 10 per cent. Therefore, agriculture still plays a comparatively important role in the Region's economy when compared to the State's 2.9 per cent average employment in agriculture.

Similar to State and national trends, total value of farm products sold in Region Eleven continues to increase in spite of steady declines in number of farms, farm employment and farm acreage. This 47 per cent increase during the last 10 years, from \$31.6 million in 1949 to \$46.6 million in 1959, was substantially greater than the 30 per cent increase for the State. Within the Region, Somerset County experienced the greatest percentage increase (57 per cent) in value of farm products sold. Although Bedford County has been experiencing the smallest percentage increases in farm output, this county still ranks as the Region's second major producer of agricultural commodities. Combined agricultural sales for Bedford and Somerset totaled \$27.1 million in 1963, which was more than half the Region's total income received from sales of farm produce. The concentration of agricultural enterprise in these two counties is further indicated by the fact that approximately half of Region Eleven's total number of farms and farmland acreage is located here.

For the Region as a whole, 44 per cent of the total land area was in farms in 1959 of which more than 55 per cent of this farmland was capable of being tilled. Corresponding proportions for the State were 41 and 68 per cent. Within this Region, the proportion of total land in farms ranged from 27 per cent in Cambria to 55 per cent in Fulton and Bedford Counties. Both Fulton and Bedford rank among Pennsylvania's leading counties in the relative proportion of rural population.

Pasture and cropland constituted 24 per cent of the Region's total

land area compared to the State's 28 per cent. In Cambria County, the most densely settled county of the Region, pasture and croplands made up only 17 per cent of the total land area indicating rather limited agricultural operations in that county.

Public ownership accounts for approximately 10 per cent of the land area within the Region but there appears to be no conflict between this ownership and agricultural uses.

Dairy farming provides the greatest source of farm income in Region Eleven. Sales of milk totaled \$27.8 million in 1963 and represented 53 per cent of the total income (\$52.3 million) earned from sales of all farm produce. Somerset, Bedford, Huntingdon and Blair are the leading counties within the Region in milk production. The extent to which dairy farming is pursued in Somerset has resulted in that county's ranking among the State's top ten milk producing counties.

Meat production represented the second major source of the Region's farm income, \$8.5 million or 16 per cent of the total dollar volume of agricultural sales, and resulted in Bedford County's ranking among Pennsylvania's top ten counties in pork production. Calf production (a by-product of the milk production process) and hog raising were important in Somerset County which ranked first in the Region in cash receipts received from sales of meat animal products.

The poultry industry provided an additional \$7.0 million farm income which comprised 13 per cent of the total dollar volume of agricultural sales in 1963. Somerset and Cambria Counties accounted for nearly half of the Region's total poultry production. Poultry is raised largely for eggs, but broiler production has increased in recent years.

Income derived from field crops totaled \$3.6 million and constituted 7 per cent of total farm sales. However, field crops were generally grown in conjunction with livestock farming. For example, the Region's leading dairy counties - Somerset and Bedford - ranked among Pennsylvania's top ten counties in grain and hay production.

Region Eleven also produced about 20 per cent (\$1.2 Million) of Pennsylvania's forest product sales in 1963. Of this amount, 80 per cent originated from farms in Somerset, Bedford and Huntingdon Counties.

Agriculture in Region Eleven has been shifting gradually toward dairying and away from poultry farming. Dairying and poultry production in 1949 represented 45 and 19 per cent, respectively, of total farm income. In 1963, the corresponding percentages were 53 and 13.

Agricultural
Readjustment

A loss of 3,706 farms during the period 1950 to 1959 represents a 30 per cent decrease of the Region's farms ranging from a 32 per cent decline in Bedford, Fulton and Huntingdon Counties to 46 per cent in Cambria County. Somerset and Blair Counties experienced percentage losses of 27 and

41 per cent, in that order.

Losses in the number of farms occurred mainly among units of less than 100 acres in size - down 45 per cent from 5,992 in 1950 to 3,309 in 1959. While the number of farms in the 100 to 219 acre category also declined substantially during the same period, those over 220 acres in size increased by 56 farms.

The tendency towards consolidation of small farms into larger units has resulted in an increase in average farm size from 124 to 154 acres and, along with modest increases in land value, has raised the average value of farm real estate from \$7,225 to \$14,230. Even though Bedford, Fulton and Huntingdon ranked among Pennsylvania's top ten counties in average farm size, the Region's average value of farm real estate was far below the State average of \$21,417 in 1959. The average value of land and buildings per acre of farmland was only one-half (\$92) that of the State average, reflecting in part the relatively low market values of land in Region Eleven.

A measure of agriculture's economic health is the improvement with average value of farm production per farm unit. In this respect, the Region exceeded the State in the per cent increase in value of farm products sold per farm, but the level of annual gross income per farm operator continues to lag well behind the Pennsylvania average. Only Blair and Somerset Counties exceeded the regional average of \$5,417 annual gross agricultural income. The lowest level was in Fulton County where annual sales per farm totaled \$4,278 in 1959.

The Region's agriculture also showed improvement in efficiency in that productivity per acre of cultivated land (pasture and cropland) rose 73 per cent, from an average of \$37 per acre in 1949 to \$64 per acre in 1959. The 1959 State figure of \$88 per acre was 57 per cent above the 1949 level of \$56 per acre. Because the Pennsylvania farm price index has declined since 1949, all of the rise indicated above may be attributed directly to increased productivity.

Crop and pastureland declined 14 per cent in ten years compared to a 17 per cent decline for the State. Percentage reductions in the Region varied over a wide range extending from 8 per cent in Somerset to 26 per cent in Cambria County. The greatest percentage losses in both pasture and cropland coincided with the heaviest losses in total number of farms which occurred in Cambria and Blair Counties during the last decade.

The proportion of non-commercial farms in 1959 was substantially larger for the Region, 55 per cent as compared to the State's 41 per cent. It is significant that two-thirds of all farms in Cambria County were classified as non-commercial. Thus many farm operators in this county were apparently able to supplement small farm incomes with employment in the nearby industrial centers of Altoona and Johnstown.

Future Prospects
For Agriculture

As previously mentioned, Region Eleven has a growing proportion of Pennsylvania's total farm production. There is reason to expect this trend to continue as marginal farms in other mountainous regions are phased out of agriculture and as land near urban centers assumes a new use. Cambria and

Somerset Counties, which are located in the Allegheny Mountain Plateau section are well endowed with land suitable for agriculture. Except for Blair County, which also has a sizeable amount of fertile soil, good farmland is relatively scarce in the mountainous Appalachian counties of Huntingdon, Bedford and Fulton.

Agriculture plays a relatively minor role in the economies of Blair and Cambria Counties, because of the opportunities for non-farm employment within the urbanized areas of Johnstown and Altoona. Moreover, agricultural employment in these counties represents only 2 per cent of the total county employment.

In contrast, farming as a source of personal income is more important throughout the rest of the Region with agricultural employment ranging from 10 per cent in Somerset County to 23 per cent in Fulton County. Farming has persisted as an important industry in all counties with the exception of Cambria and Blair because of the lack of better alternatives. Hence, farms and farmland have been declining at a slower rate than in these latter counties.

If \$10,000 gross income is used as the minimum level for farms whose economic future is somewhat doubtful, then 67 per cent of the Region's commercial farms must necessarily be considered marginal as compared to 62 per cent for the State. Thus, the downward trend in the number of farms and farm acreage can be expected to continue as marginal farms and farmland are phased out of agriculture. Consolidation of farms into larger and more efficient units will probably occur most rapidly in Blair and Cambria Counties where competing pressures of urbanization and industrialization on farm lands are the greatest.

Region Eleven produces a relatively large share of the total forest products produced on Pennsylvania farms. These products consist primarily of low grade, high moisture content timber that is not suitable cost-wise for shipment to distant markets. Thus a large portion of forest products is channeled into local markets for the manufacture of paper pulp to supply the demands of two West Virginia Paper and Pulp Company plants and the D. M. Bare Company plant in Blair County. Due to increases in production, income derived from the sale of wood for paper pulp has nearly doubled since 1954.

Agriculture will probably continue to be an important industry in the predominantly rural counties of Fulton, Bedford, Somerset and Huntingdon. However, a sizeable number of commercial farms in Fulton and Bedford will persist in operating near the marginal level. Although many farmers in Cambria County also operate near the level of subsistence, it does not appear likely that they will remain in agriculture if employment opportunities become available in the nearby industrial centers of Johnstown and Altoona.

While farm production in Region Eleven has been expanding at a greater rate than the State, the economic level of the average farmer is, in general, still well below the Pennsylvania average.

Improvements in the Region's agriculture will hinge upon improvements in other sectors of the regional economy. Increases in jobs in other industries would permit a greater number of marginal farms and farm acreage to be phased out of agriculture. At the end of the adjustment period, a better economic base would be provided for farmers who have the capital and management capabilities to operate optimum size units. Improvements in the over-all economy of Region Eleven and neighboring regions in both Pennsylvania and Maryland would also result in expanded markets for consumer goods and stimulate interregional trade.

E. Industrial Development

Accomplishments and Expectations

Industrial development in Region Eleven has been carried on by at least eighteen separate local organizations. Interestingly, each of these groups has raised industrial development funds and participated in financing industrial projects both through the Pennsylvania Industrial Development Authority and privately. Of the \$5.5 million which has been raised within the Region, over 76 per cent has been raised in the Altoona and Johnstown areas. Investments in which PIDA participated are listed in the chart below.

Pennsylvania Industrial Development Authority Projects
By County ----- 1956 - 1964

County	Total Projects	Capital Investment	Expected New Jobs
Bedford	1	\$ 410,000	450
Blair	18	6,059,314	2,825
Cambria	8	2,983,179	1,030
Fulton	1	700,000	245
Huntingdon	8	1,220,509	1,091
Somerset	8	1,541,662	1,092
Totals	44	\$12,914,664	6,733

Source: Pennsylvania Department of Commerce.

All but one county in Region Eleven have industrial development agencies which are capable of functioning on a county-wide basis. Only Huntingdon County is lacking an agency to coordinate activities at the county level. Among these agencies, Johnstown and Somerset have established Industrial Parks of 265 and 185 acres, respectively, while Altoona, Bedford and Huntingdon have each purchased desirable industrial acreage for future use.

Because few of these corporations presently control more than a five year supply of industrial sites (at current rates of development) many of them are planning for future acquisitions. Local individuals involved in the industrial development efforts in the Region believe that demands for industrial sites in the Region will grow as improvements are made to Routes 219, 220 and 22, and when Interstate 70 is completed. Local expectations are for growth in the metal fabricating industries in the Johnstown area, particularly those closely related to the steel industry already located there. Other communities are searching for male employers and helping existing industry to expand.

In promoting industry in the Region, matching funds from the Pennsylvania Industrial Development Assistance Act have been utilized in every county of the Region. While Fulton County has used only \$723 in matching funds (due to the limited availability of local funds), Cambria has used \$65,564. The extent to which these matching funds have been utilized in Region Eleven can be seen in the following table.

Pennsylvania Industrial Development Assistance Act
1956 - 1964

County	Funds Granted	Amount Used	Per Cent Of Grant
Bedford	\$ 4,222.00	\$ 1,531.00	36%
Blair	54,886.00	34,322.00	63
Cambria	65,564.00	46,349.00	71
Huntingdon	3,807.00	1,490.00	39
Fulton	1,418.00	723.00	51
Somerset	29,293.00	22,313.00	76
Region	\$159,190.00	\$106,728.00	67%

While industrial development groups provide new industry, two new power generating plants, The Conemaugh and Homer City projects, nearby in Region Twelve, will each require approximately 1,200 construction workers and an additional 200 operators and 500 miners upon completion. Both of the new facilities are mine-mouth coal oriented and are expected to result in long term employment for an additional 1,400 workers in a multi-county area.

Of the 1,027 jobs added in Altoona in 1963 (according to Chamber of Commerce estimates) with the use of PIDA funds, over 50 per cent were in the low wage categories of apparel, leather goods and food processing. Even with this emphasis on low wage industries, the diversification resulting from the addition of new jobs is having a stabilizing effect on the former single industry community. Plants such as SKF Industries, Inc., E. S. Smith Machine Company and The Maximon Machine Company, which are recent high wage category additions, brighten the industrial picture considerably. In addition, careful consideration is being given to the type of new industry sought and although the Pennsylvania Railroad still employs a majority of Altoona's

industrial labor, its proportion is being rapidly reduced.

Johnstown, however, has had an even greater PIDA investment in low wage industry, basically shoes and apparel, totaling 95 per cent of PIDA funds assigned to the Cambria County area. Nevertheless, the new jobs perform the function of providing jobs previously not available to females in the labor force and acting as a stabilizer to the area's economy. The latest addition, Almet Incorporated, provides employment in fabricated metals and together with expanded employment in U. S. Steel emphasizes Johnstown's continued specialization in the metals industries.

Evaluation of
Programs

Chambers of Commerce, Industrial Development, Corporations and local utilities have combined in promoting the area by producing industrial brochures, site descriptive materials and general advertising. The Pennsylvania Electric and South Penn Power Companies are particularly active in

this respect.

Much of the industrial development effort is concentrated in Johnstown and Altoona, the two major urban centers of the Region. All groups are using State and local funds to promote their area's programs to secure new industry complementary to existing plants. Continued success can be expected in acquiring fabricated metal industries.

The increase in low wage jobs in Region Eleven is not necessarily detrimental to the regional economy. These new jobs perform the function of providing employment for persons who previously had few job opportunities and they provide a stabilizing effect on the regional economy.

As highway improvements are made in the Region, a less centralized industrial pattern can be expected as well as a sizeable increase in service industry employment.

F. Tourist Development

Existing Attractions and
Potential Development

Region Eleven with a tourist potential comparable to that of the Pocono Mountains is the home of seventeen tourist promotion agencies, including three regional groups. The Laurel Highlands Tourist Promotion Agency spans Somerset County and two adjoining counties to the west in the Pittsburgh region. This agency with a full-time staff, has formulated and is administering a program for the three county area through the use of numerous attractive brochures which they have developed for their region.

Sixteen other tourist promotion groups function within Region Eleven and each county, with the exception of Fulton, has at least one group at the county level. The North-South Shortway Association is serving portions of both Huntingdon and Fulton Counties which are also represented in the Juniata

Mountains Tourist Association.

In the area of tourist promotion, all counties with the exception of Fulton have taken advantage of tourist promotion matching funds available from the State as shown in the following table.

Tourist Promotion Matching Funds
1961 - 1965

Agency	Year	Grants	Used	Per Cent Used
Bedford County	1961-1965	\$ 8,997.00	\$ 6,488.00	72.1%
Blair County	1961-1965	19,903.00	12,906.00	64.8%
Cambria County	1961-1965	40,919.00	40,471.00	98.9%
Fulton County	-	-	-	-
Huntingdon County	1961-1965	6,841.00	6,841.00	100.0%
Laurel Highlands Association*	1961-1965	82,125.00	71,370.00	86.9%
Region Eleven Total		\$158,785.00	\$138,076.00	86.9%

* Somerset, Westmoreland and Fayette Counties.

Source: Pennsylvania Department of Commerce.

In those counties where there are active regional planning Commissions, there is also more activity aimed at identification of potential tourist attraction sites and general recreation areas. The Blair Regional Planning Commission has proposed the acquisition of five separate areas near the famous Horseshoe Curve of the Pennsylvania Railroad, in order to provide linking trails, picnic areas and beautiful overlooks near Altoona. To further develop this attraction, which already draws a large number of tourists, they propose building a small railroad museum and a tourist railroad.

In Huntingdon County there have been proposals by the County Tourist Promotion Agency for the State or Federal government to purchase and develop the East Broad Top Railroad. This railroad is already designated a national historic landmark by the U. S. Department of the Interior and during the last several years has attracted over 50,000 visitors annually.

The Cambria County Tourist Council is planning a "Floodarama" Museum depicting the famous 1889 Johnstown flood. In 1962 this tourist group purchased the steepest operating inclined plane in the world to transport tourists to a mountaintop overlooking Johnstown where they can visit the museum and view the scene of the flood.

Bedford County is the home of the well-known Bedford Springs Hotel Resort and the Blue Knob Ski Area which was developed to increase the county's winter tourist industry. Because of these and other well-known tourist attractions, Somerset and Cambria County Commissioners have been more cognizant of

the potential of tourism and have allocated additional funds for T.P.A. use.

Although county experiences differ, the growth rate of overnight accommodations in the Region has slightly exceeded that of the State. The following table does not take into account, however, the possibility of improvements to existing accommodation nor the replacement of older units by new units.

Overnight Accommodations By Number Of Rooms
1961 - 1965

County	1961	1965	Change	
			Numerical	Percentage
Bedford	1,645	1,790	+145	+ 8.8%
Blair	1,132	1,190	+ 58	+ 5.1%
Cambria	1,770	1,898	+128	+ 7.2%
Fulton	163	138	- 25	-15.3%
Huntingdon	378	418	+ 40	+10.6%
Somerset	1,089	1,112	+ 23	+ 2.1%
Region				
Eleven	6,177	6,546	+369	+ 6.0%
Pennsylvania	110,749	116,917	+6,168	+ 5.6%

Source: Pennsylvania Department of Revenue.

The areas in the vicinity of the Pennsylvania Turnpike interchanges have shown the most rapid growth in overnight accommodations, particularly at the Breezewood interchange in Bedford County. Fulton County is the only county in the Region to register a net loss of rooms. Four motels were eliminated when Interstate Route 70 was constructed, thus creating a loss of 25 units for the county. However, a portion of this loss was offset by a new motel built in Brush Creek Township near the Breezewood interchange.

In contrast to overnight accommodations, vacation homes have been springing up at a phenomenal rate, greatly exceeding that of the State, in all but Blair and Huntingdon Counties. The construction of numerous lakes and the Region's accessibility to urban centers, both to the south and west, have stimulated this rapid growth in Cambria, Somerset, Bedford and Fulton Counties.

Vacation Homes
1950-1960

County	Year		Change	
	1950	1960	Numerical	Percentage
Bedford	594	1,154	560	94.3%
Blair	447	617	170	38.0%
Cambria	261	586	325	124.5%
Fulton	57	186	129	226.3%
Huntingdon	817	1,473	656	80.3%
Somerset	548	1,441	893	163.0%
Region Eleven	2,724	5,457	2,733	100.3%
Pennsylvania	47,248	85,129	37,881	80.2%

Source: 1950 and 1960 U. S. Census of Housing.

The Prince Gallitzin State Park in Cambria County, the Raystown River in Huntingdon County and the Kings Mountain and Indian Lake Resort areas in Somerset County are areas showing increased seasonal home development. Camp grounds are also being established throughout the Region to cater to the rapidly increasing "budget" tourist trade. Lake Groundhog in Bedford County and Posy Corner in Somerset County are examples of newly established private camp facilities.

In addition five historical properties in Region Eleven are proposed for acquisition or preservation in addition to two, Admiral Peary Park and Captain Phillips Ranger's Memorial, already administered by State or Federal agencies. Aetna Furnace, Jacks Narrows, The East Broad Top Railroad, Shadow Death and Fort Hill are presently under consideration while additional projects are under discussion by private and historical groups.

Evaluation of Programs

Region Eleven tourist promotion groups have combined efforts under several banners. These active unions are the Juniata Mountains Association, a seven-county endeavor, the Laurel Highlands Agency (although not all in Region Eleven), a three-county unit, and the North-South Shortway Association which comprises the greater part of two counties. Presently, Blair County is considering a joint program with Cambria County in what could develop into another regional tourist promotion organization.

In general each regional tourist group is promoting its own specialized attractions in cooperation with State agencies and local public utilities.

The value of tourism to the economy of Region Eleven is gradually being recognized but further educational efforts are necessary at the local level. Although each organization appears to be familiar with the existing and potential tourist attractions in their respective areas, only the Cambria County and the Laurel Highlands tourist promotion agencies have compiled detailed inventories of these assets. Little consideration has therefore been given to planning the orderly development of facilities and attractions and protecting those already existing. For example, the Cresson Manor Lake development in Cambria County was stifled in its infancy when a strip mine operation began upstream which resulted in pollution of the lake.

Countywide subdivision regulations have not been adopted within Region Eleven in order to prevent ground water pollution on small lots. Zoning ordinances and building codes have not been prepared to prevent the construction of sub-standard structures, bus bodies and tar paper shacks for recreational use. Therefore, careful consideration should be given to the adoption of zoning, housing and subdivision regulations in order to prevent haphazard development.

The Region is beginning to serve much of Pennsylvania's urban population to the east and west as well as the Baltimore and Washington metropolitan areas to the south. If the Region is to realize its full potential in this

tourist industry, the tourist promotion agencies within the Region must co-operate with local and county planning agencies in order to stimulate the adoption of ordinances and regulations which will guide the desired type of recreation development.

G. Open Space and Recreation

Existing and Proposed State Facilities

There are more than 315,000 acres of State owned forests, fish, game and park lands in Region Eleven. This acreage amounts to more than twice the State average of 270 acres per 1,000 population. From the viewpoint of more highly developed facilities, ten existing State Parks, with over 23,000 acres provide Region Eleven with an average of 45 acres of State Park land per 1,000 residents, three times the State average and well above the generally accepted standard of 25 acres per 1,000 population. The most prominent of these State Parks are Prince Gallitzin, Cowans Gap, Shawnee, Blue Knob, and Laurel Hill.

Between 1953 and 1964 there was an increase of slightly more than one million tourists visiting the State Parks in Region Eleven. The present number of visitors, about three million, is expected to increase to nearly five million visitors annually by 1980.

The Department of Forests and Waters proposes to acquire land for two new State Parks with PROJECT 70 funds. One will be the 500 acre Canoe Creek State Park in Blair County and the other the Laurel Ridge State Park encompassing over 24,000 acres in Cambria, Somerset and three counties to the west in the Pittsburgh region. Approximately 9,000 acres will be located within Region Eleven. It is anticipated that these two proposed State Parks will attract about 700,000 persons annually.

In addition, Prince Gallitzin and Warriors Path State Parks are expected to serve an additional 900,000 annual visitors when design capacity is reached by 1970. These parks will attract tourists from as far away as Baltimore and Washington. PROJECT 70 funds will permit the Pennsylvania Fish Commission to acquire about 200 acres in Blair County for the Piney Creek Springs Project which will provide additional water recreation opportunities in the Region.

Existing And Proposed Public Recreation Land (in acres)

County	Existing				Proposed			2
	State Forests	Fish and Game Lands	State Parks	Local	Fish and Game Lands	State Parks	Local	
Bedford	29,603	38,607 ¹	9,444	-	-	-	-	
Blair	-	19,953	-	137	180	500	3,082	
Cambria	1,588	20,395	6,600	581	-	3,102	2,640	
Fulton	29,187	16,804	1,348	-	-	-	-	
Huntingdon	66,272	22,255	1,136	-	-	-	110	
Somerset	28,390	19,146	4,544	17	-	5,965	718	
Region Eleven								
Total	155,040	137,160	23,072	735	180	9,567	6,550	
Acres/1,000								
Persons ³	-	-	45.2	1.4	-	68.2	15.2	

1. Includes 0.4 miles of Wills Creek.

2. Letters of Interest submitted by local government units under PROJECT 70.

3. 1960 Census and State Planning Board 1980 projections.

According to the Bureau of Outdoor Recreation Survey of 1964, existing local recreation acreage in Region Eleven is far below the desired standard of 15 acres per 1,000 people. However, the survey failed to include most of the Region's smaller municipalities and therefore comprehensive information about them is not complete. Available current information indicates that there are only about 700 acres of local parklands. However, Blair, Cambria, Huntingdon and Somerset Counties have responded to the opportunities presented by PROJECT 70 and have requested matching State funds for the acquisition of about 7,000 acres of recreation land. These proposed acquisitions would provide the Region with enough parkland for the standard 15 acres of local parks per 1,000 people. It is unfortunate that Bedford and Fulton Counties have not requested funds under this program in order to meet the local recreation needs of the residents of numerous boroughs located in the southeastern corner of the Region. Since these two counties are experiencing a significant population increase they should be planning for the future needs of this new population.

H. Public Health

Major Health Problems

Within Region Eleven, two physical conditions exist which result in both ground and surface water pollution. In many parts of the Region, clay and impermeable shales impede percolation of liquid wastes causing pockets of pollutants which often filter into nearby streams. Examples of this condition are found near Breezewood and Bedford.

A second problem within the Region is acid mine drainage, from both

deep and strip coal mines. Local residential and recreational development is at times handicapped because of this type of pollution. For example, the Cresson Manor Lake Development, north of Johnstown, had to curtail plans for a 200 lot development. Shortly after the sale of lots had started, a strip mine operation began upstream and the resulting pollution prevented any further development along the lake.

Because of the relative isolation of Region Eleven's smaller communities, the financing of sewer and water facilities places a great economic burden on the inhabitants. Two extremes in local governmental cooperation exist in the two major urban centers of the Region. On one hand, the municipalities in the Johnstown area have managed to create a nineteen community regional water authority and a regional sewer authority despite an extremely rough terrain and a history of poor intergovernmental relations. In Altoona, on the other hand, a new shopping center in Logan Township is being refused city sewer services even though the sewage plant is operating far below design capacity and a main interceptor crosses the shopping center property. This refusal stems from the desire of the City to annex adjacent competing shopping centers.

Some smaller communities are combining resources to provide more effective utility systems. Orbisonia and Rockhill, two small towns in Huntingdon County, are merging their sewage systems and treatment facilities to provide better service for both communities. The following table indicates how few people of Region Eleven have sewers and sewage treatment plants.

Sewage Treatment
1965

County	Population	Pop. Served By Sewers	Pop. Served By Treatment	% Pop. With Treatment	% Pop. Without Treatment
Bedford	44,500	6,700	6,700	15.0%	85.0%
Blair	142,000	104,950	102,350	72.0%	28.0%
Cambria	190,000	159,850	138,800	73.0%	27.0%
Fulton	12,700	N.A.*	N.A.	-	-
Huntingdon	39,900	13,400	13,400	33.5%	66.5%
Somerset	76,300	N.A.	N.A.	-	-

* Not Available

Source: Pennsylvania Department of Health.

Hyndman, Patton and Hastings have been cited as small boroughs which are still dumping raw sewage into streams. The Little Conemaugh River is being reclassified by the State Department of Health as a non-acid stream. As a consequence, Portage, Nanty Glo, South Fork and several other small communities within its drainage basin will be required to provide treatment of their raw sewage.

The Shawnee State Park Reservoir, The Prince Gallitzen State Park Lake and the Youghiogheny Reservoir all have problems with sewage seeping into their waters from new vacation homes and recreational facilities established around them.

Surface water pollution resulting from acid mine drainage is found in the western part of the Region although some occurs in the Broad Top coal region in Bedford and Huntingdon Counties. Although Altoona experiences some pollution problems, a more serious pollution problem exists in the Johnstown area where sewage disposal threatens the Saltlick Reservoir and must be intercepted and pumped from the reservoir drainage basin.

The most notable stream pollution problems stem from the operations of the pulp and paper industry in the Region. Tyrone, Williamsburg and Roaring Spring each has a pulp and paper factory and must contend with the odors and industrial waste produced by these plants. Even though the Tyrone plant is providing "adequate treatment" for the local paper plant, the frothy Little Juniata River imparts an unpleasant impression to travelers. At times, one-half of the flow in this river originates from the sewage plant.

Air pollution in the rural portions of Region Eleven is of little consequence, although local stone crushing operations cause some local dust problems. The paper processing plants, however, create an unpleasant penetrating odor. Tyrone is especially notable in this respect.

With the passing of the old steam locomotive and its replacement by the cleaner diesel, Altoona is no longer bothered by smoke, ash and general air pollution problems. However, Johnstown has not been so fortunate in solving its air pollution problems which originate from the heavy steel industry located in its valley. Although smoke from the U. S. and Bethlehem Steel Plants represents employment, it also causes air pollution. The surrounding walls of the Allegheny Plateau tend to confine the smoke within the valley and have encouraged citizens of Johnstown to move to higher levels where the air is cleaner.

Existing and Proposed Corrective Programs

Only Somerset County in Region Eleven has enacted county subdivision regulations to assist in protecting ground and surface water supplies from pollution. However, these subdivision regulations were not adopted after a thorough study of the county, but rather as a frenzied attempt to stop new substandard subdivisions from going up around the Youghiogheny Reservoir. Unfortunately, this same attitude of enacting protective controls only after a health hazard exists, is found in other rural parts of the Region.

Only in the Johnstown and Altoona areas are there opportunities for metropolitan sewer and water systems. Johnstown, as previously mentioned, has already created separate sewer and water authorities covering their metropolitan area. Altoona, on the other hand, has not and remains reluctant to extend city facilities into areas which have not been annexed.

Only limited progress will be made toward cleaning up regional streams until more comprehensive acid mine drainage and clean streams legislation is enacted and effectively administered. The development of more economical methods of processing wastes from industrial facilities, such as paper plants, would also help in the slow clean-up process. In addition, some smaller communities with only limited financial resources will need financing assistance in order to alleviate their individual pollution problems. This aid may be possible through the Appalachia Program.

I. Educational Programs

School District Consolidation

All school districts in the State are undergoing a consolidation pursuant to the School Reorganization Law of 1961 (Act 561), as amended by Act No. 299, Session of 1963. The original law required that new districts be based upon a minimum 4,000 pupil average daily membership, although in appeal cases a level of 2,500 pupils has generally been accepted. The new districts are to be determined by a combination of such considerations as socio-economic factors, transportation, existing-school buildings, existing districts and potential population change. Some of the benefits which are hopefully looked for are:

1. More logical alignment of attendance areas
2. Elimination of overcrowding and under-utilization of facilities
3. Greater economy of administration
4. More versatility in educational programs
5. Overcoming some of the current financial inequities which exist between the tax base of individual districts and the inability of some districts to provide sufficient funds.

It is the County School Board that delineates the new school districts in each county and after public hearings, submits these consolidation plans to the State Board of Education. These proposed districts will take effect in 1966 if approved by the State Board of Education. In the meantime, appeals for retaining the status quo may be made by the aggrieved districts to the County School Board and to the State Board of Education.

The 1961 redistricting proposals for Region Eleven have resulted in a reduction from 42 to 35 school districts. The following county changes in school districts are scheduled to occur: Bedford, from 6 to 5; Blair, from 8 to 7; Somerset, from 8 to 4 and Cambria, from 13 to 12. However, an appeal is still pending in Cambria County. Fulton County with three districts and Huntingdon County with four districts remain unchanged.

The redistricting process has not been without its problems. Among these, the most notable has been the delineation of illogical attendance areas resulting from failure to take into account transportation routes, topography and municipal boundaries. For example, the Johnstown urban area's current fragmentation into six small districts will remain unchanged under the new plan.

Nowhere within the Region has the present redistricting solved the social and economic division between central city and suburban schools. But at a lower level it has generally succeeded in reuniting the smaller boroughs with their own adjoining suburban townships in a manner which should remove many of the tax differential hindrances to future political annexation or consolidation at this level of local government.

Long-Range
Planning

Except for those school districts which have been subjected to rapid growth, there has been little long-range planning. Even in urbanizing areas little attempt has been made to coordinate school facilities planning with over-all comprehensive community planning. It has only been in recent years that the scope of local planning has been enlarged to the point where it would be possible to coordinate efforts on an area-wide basis. Only Johnstown and Altoona have the planning capabilities to provide local school districts with data on projected populations and potential growth areas.

Though no master plans for school district development are contemplated at the present time in Region Eleven, the State Board of Education may adopt a policy requiring all school districts to plan ahead. In the meantime, only those districts that wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Most school districts still postpone financing the acquisition of new school sites until the last moment when their building needs have become urgent, and consequently have not taken advantage of this program by preparing long-range development plans. In Johnstown, a continued population loss and lack of school building construction since 1928 have offered little incentive for long-range school planning. However, the continuing decentralization of the suburban population makes it imperative that a metropolitan Johnstown school facilities plan be prepared.

Throughout the Region, business and industrial groups are promoting the technical high school program. These groups see the benefit of a skilled labor supply to meet the increasing manpower requirements of industrial and commercial expansion in the Region.

Higher
Education

There are a number of small and medium sized Liberal Arts Colleges in Region Eleven. Juniata College, in Huntingdon County, the Johnstown Center of the University of Pittsburgh and the Altoona Center of the Pennsylvania State University, serve their respective communities with new campuses and facilities. The following table illustrates the present and projected 1970 enrollments at these institutions.

Enrollments For Institutions Of Higher Learning
1960 - 1970

Institution	Full Time Enrollments		
	1960	1965	1970 Projected
Altoona Center	375	963	1,200
Penn State University		(100 part time)	
Johnstown Center	363	725	1,200
University of Pittsburgh	(215 part time)	(364 part time)	
Juniata College	798	1,039	1,250
		(25 part time)	

Source: Officials of the respective Institutions.

The recently published State Board of Education report, Community Colleges in Pennsylvania, indicates a community college is needed and is feasible for the Cambria, Bedford and Somerset County area, although local interest is presently concentrated on the Vocational Technical School Program. Huntingdon County is given a low priority in establishing a community college because of estimates of low enrollment potential and high development costs. It is also recommended that sparsely populated Fulton County consider a joint community college effort with Franklin County. Blair County is described in this report as having "unmet needs for higher education" and it is indicated that the county may ultimately be able to support both the Pennsylvania State University Commonwealth Campus found in Altoona and a new Community College. This proposed college would be even more feasible if a neighboring county were to cooperate in the venture.

J. Transportation Planning

Existing Regional Highway System

Two major east-west highways, U. S. Route 22 and the Pennsylvania Turnpike, pass through Region Eleven providing good access to the large East Coast and Great Lakes urban centers. The former follows a northern route through the Region skirting the area's two metropolitan cities, Johnstown and Altoona. In contrast, the Turnpike follows a southern route through a scenic and sparsely populated section closer to the Maryland border.

Three highways, U. S. 219, 220 and 522, comprise the major north-south routes through the Region. U. S. 219, the western-most route, crosses the high Allegheny Plateau providing Johnstown with direct contact with Buffalo and other western New York urban centers. Just east of this high plateau, U. S. 220 connects Altoona with Williamsport and the Elmira-Binghamton area of New York State. Because of its location at lower elevations, U. S. 220 provides more favorable winter driving conditions than U. S. 219. Scenic Route 522, the eastern-most highway, serves a smaller population but provides accessibility to the middle Susquehanna River communities and the anthracite coal district.

The recently constructed Interstate 70 which terminates at the Breezewood Interchange of the Pennsylvania Turnpike provides the rapidly expanding urban areas of Washington and Baltimore with access to this Region's vast recreation potential.

The impact of this new highway on Region Eleven is reflected in the price of land near Interstate 70 and the Turnpike interchanges at Breezewood. According to the Bedford County Tax Assessor, the most desirable parcels of land in this area have sold for over \$40,000 per acre - high by any urban standards.

Highway Improvement Proposals

Since the construction of Interstate Route 70, the Corps of Engineers, in its Potomac River Basin Plan, has decided to build two multi-purpose reservoirs in the southern part of Fulton County. One of these reservoirs, scheduled for construction in 1987, the Tonolway Creek Dam, will require three miles of relocation of this new highway in the vicinity of Warfordsburg.

Improvements to the Pennsylvania Turnpike are proposed for all of the tunnels which presently create traffic congestion. The Laurel Hill Tunnel has already been replaced by a new four-lane tunnel. At the site of the Allegheny Tunnel, a new tunnel will be cut through the mountain and the existing tunnel improved in order to provide four lanes of traffic through the mountain. To the east, a bypass south of Ray's Hill and Sideling Hill Tunnels is scheduled for completion in the near future and additional tunnels will be constructed through Tuscarora, Kittatinny and Blue Mountains to provide four-lane traffic through these mountains.

Under the State Highways Department's Six Year Improvement Program, U. S. Route 219 will be reconstructed into a four-lane divided highway, with limited access from the Maryland border to the Ebensburg bypass. In addition, both Route 30 and Route 220 will bypass the Borough of Bedford. To the north, a limited access bypass is proposed for Route 220 around Tyrone. Financing of these routes under the Appalachia Program will be undertaken with the Commonwealth contributing the 40 per cent local share and the Federal government the balance. If an additional \$220 million is contributed to this program by the State, all Route 220 would be improved to four-lane limited access standards from the Maryland State line to Williamsport with a connector route to the Shortway. If these additional funds are made available, all of Route 22 through the Region, with the exception of segments of improved highway from Ebensburg to Nanty Glo, would also be improved to a four-lane limited access highway.

Other improvements, financed under the general Federal Aid Primary Highway Program are scheduled for portions of U. S. 522 near Orbisonia in Fulton County.

Improved access to the central cities of Johnstown and Altoona is also planned. Near Johnstown, a four-lane controlled access highway will be built linking the city's central business district with limited access U. S. 219 presently under construction east of the city.

In Altoona, the downtown business district is relatively isolated from the remainder of the city. Two bridges spanning the Pennsylvania Railroad assembly yards, provide the only access to the shopping district. The City's Redevelopment Authority is moving ahead with a major downtown redevelopment project which proposes a three-lane one-way highway connecting the two old bridges, which would feed traffic into the numerous off-street parking lots planned in the downtown district. The City Planning Commission believes that if the State Highways Department constructs two new bridges across the railroad yard barrier they should be linked to Route 220 by high-speed connecting highways.

Effect of Highway
Improvements on
Regional Development

Once improved routes are built connecting the central cities with the Interstate System, more parking and shopping must be provided if the business districts are to flourish. As discussed previously, Johnstown and Altoona are both moving ahead in downtown urban renewal programs in order to improve their central business districts and attract more shoppers. While this

is going on, both cities are undertaking urban transportation studies in an effort to design efficient traffic systems for their urban area.

An origin and destination study is underway for the entire State which, when completed, will provide information that can help establish priorities for highway improvements.

Currently, the U. S. Route 220 "Appalachian Thruway Association" and the U. S. 219 Association are promoting an extension of improvements to their respective north-south highways beyond the Region. In both instances, these routes would provide the rural population with improved access to the employment and shopping opportunities in the Region's two large metropolitan areas while affording Altoona and Johnstown industry a better connection with the State's major east-west highways and distant markets.

The prospects of improvement to another north-south route, U. S. 119, just to the west of Region Eleven, raise the question of whether State highway funds may be spread too thinly in this portion of Pennsylvania. It may be more sound to concentrate funds to improve one or two north-south highways rather than provide spot improvements to three.

Contrasted with rural north-south routes, U. S. Route 22 connects major eastern and western Pennsylvania urban areas. Improvements slated for this route could divert traffic from the Turnpike, to the south, through another part of Appalachia, as well as providing better regional access to Johnstown and Altoona. It is unfortunate that portions of the highway between Ebensburg and Nanty Glo provide no protection from strip commercial development of adjoining property, while the remainder of this route is scheduled for limited access. As a consequence, development is occurring along this uncontrolled segment which will ultimately slow down traffic and increase the accident hazard. This type of development can be prevented by improved techniques in long-range highway planning.

K. Central City Planning

Central City Development Trends

Due, in part, to declining employment opportunities and the high proportion of poor housing, both Altoona and Johnstown have lost population to their suburbs. During the 1950's, the nearly 15 per cent population loss in these two cities amounted to 17,000. This population trend has not been followed in Bedford, Huntingdon and Somerset Boroughs where population has remained nearly stable. Generally, central city real property changes between 1960 and 1964 reflect population changes during the same time period. Altoona with an increase in real property of nearly \$15 million now has a stable population, while Johnstown with an uninterrupted real property value decline of \$23 million continues to lose population. This decline is attributed to the lack of private downtown property improvements and a decline in manufacturing plants. In contrast, Altoona has, since 1957, increased its manufacturing jobs and many of the city's downtown stores have been improved or renovated. These factors have

contributed to the increase of real property values.

In Johnstown, no land is available for new industrial or residential uses and, as a result, all new developments are occurring outside of the city on the higher elevations surrounding Johnstown. This situation has reduced the flow of money in the downtown area and has contributed to a decline of nearly \$25 million in retail sales since 1958. One casualty of this loss has been the once-proud Swank department store which closed its doors to retail customers and now functions as a wholesaling center. Generally, while the central cities have been losing population, jobs and retail sales, their suburbs have been showing increases and these have been reflected in an improved suburban tax base.

In 1960, both Altoona and Johnstown had a high proportion of deteriorated and dilapidated housing (over 25 per cent). Altoona's combination of a high rate of private home ownership with a high proportion of dilapidated houses is attributed to the unstable employment characteristics of the railroad industry. Constant fear of layoffs and air pollution problems have not been conducive to private investment in home improvements.

Central City Development Trends

Trends	Cities or Boroughs				
	Altoona	Dedford	Huntingdon	Johnstown	Somerset
1960 Population	69,407	3,696	7,234	53,949	6,347
Population Change					
1950-1960	-7,770	+175	-96	-9,283	+411
Dilapidated and Deteriorated Housing - 1960	29%	18.8%	15.9%	26.7%	14.8%
Real Property Change - 1960-64	+\$14.6 Mill	+\$0.9 Mill	+\$0.3 Mill	-\$23.1 Mill	+\$1.7 Mill
Manufacturing Jobs					
1957-1964	+1,629	-139*	-323	-5,414	-117*
Retail Sales					
1958-1963	+\$12.6 Mill	+\$2.9 Mill	+\$3.2 Mill	-\$24.8 Mill	+\$6.4 Mill

* Measured from 1961 to 1964.

Planning and Development Programs

In the process of becoming less of a railroad and more of a diversified manufacturing and service center, Altoona is striving to regain its former prominence in regional affairs. Local government officials have actively supported the city redevelopment program. Within five years, urban renewal has grown from a single \$500,000 project to a \$9,000,000 program. The redevelopment of a 20 acre dilapidated residential area for industrial use has recently been completed. The Altoona hospital project in which dilapidated residences will be torn down to make way for needed hospital expansion is already under way. Another 100 acre project which requires the clearing of a mixed residential-commercial area near the downtown district, for a technical

high school campus is still in the planning stage. Similarly, the \$4 million Tenth Avenue Project, now in the planning stage, calls for redeveloping a large portion of downtown Altoona for new parking, access highways, stores and multi-family housing units. It is hoped that this project, with a \$1 million city-State contribution, will be approved by the electorate. To date, 190 acres (about 3 per cent of the city's land area) are included within projects already under way or in the planning stage.

While Altoona is just now embarking on its first public housing program with construction of 100 units, Johnstown has already completed several public housing projects. As a consequence, the active Johnstown Public Housing Authority has extended its program of administering public housing to Nanty Glo, Ebensburg, Windber and Portage as well as in Johnstown.

The Altoona City Planning Commission was established in 1953. It was also about this time that the City of Johnstown created its planning commission and developed a master plan. However, neither city acquired permanent professional staffs of their own, but instead have periodically hired private consultants to formulate their comprehensive city plans. Due to the impetus given by the Greater Johnstown Committee, the City and 15 of its surrounding communities have embarked on a regional planning program administered by an executive director and regional planning staff. In a parallel fashion, the Blair Regional Planning Commission was established to coordinate plans for the City of Altoona and its adjoining urban townships and boroughs. Planning consultants have prepared comprehensive plans for these regional planning commissions, both of which have small full time staffs. In both counties, the regional planning staffs have placed greatest priority on the central city's problems because a large portion of their planning problems concern these and because the central cities are the largest financial contributors to the regional planning program.

Johnstown also has an active, though smaller urban renewal program. One project has been completed, another is nearly complete and a third is in the planning stage. While the first two of these projects cover only about 25 acres of land, they have made it possible for the Pennsylvania Electric Company to locate its new headquarters (with 800 jobs) here, and enabled other Johnstown firms to expand their operations within the city.

More exciting, perhaps, is the proposal to redevelop 20 acres of downtown Johnstown into a modern shopping, medical and residential area. Abutting Roosevelt Boulevard, the project area will be easily accessible to regional traffic from improved Route U. S. 219.

Though Cambria County does have a redevelopment authority, its lack of a full time director has resulted in slow progress for its small off-street parking project in Barnesboro.

The Somerset County Redevelopment Authority, in operation since the mid 1950's, has nearly completed a 17 acre project in Windber Borough. This project has been delayed by the complications of a stream realignment in the center of town, a new State highway bypass and the difficulty of reselling the cleared land to private interests. The borough has already contributed

about \$100,000 toward redevelopment costs in this project.

Central City Program
Evaluation

Confronted with loss of population, lack of undeveloped land, high proportions of deteriorating housing and suburban resistance to annexation, Altoona and Johnstown have gradually come to accept the fact that their social and economic future depends to a very large degree on the vigor and effectiveness of their own efforts in urban redevelopment. Although Johnstown's program is now gaining momentum, Altoona clearly leads the Region in the scale of its redevelopment projects, in stabilizing its population and employment, in attaining significant gains in its tax base and retail sales, and in enforcing its housing and building codes.

In the process of expanding the number and size of their redevelopment projects, both cities have discovered the necessity of relating redevelopment to a comprehensive land use and transportation plan, and the impracticality of formulating such a plan without metropolitan-wide coordination of suburban and central city development. The first efforts to meet this need have taken the form of voluntary associations of central cities and some (but never all) of their suburbs in Regional Planning Commissions. These have had the advantage of providing each metropolitan area with a shared planning staff, but even under the best of circumstances (the dynamic professional direction of Johnstown's Regional Planning Commission is considered quite outstanding) certain strategic municipalities have declined to participate and others jealously attempt to ensure that they receive their precise "fair share" of planning services. In Altoona, much of the initial enthusiasm for regional planning has been lost and with it, many of the original participating municipalities.

A second weakness of current planning and urban redevelopment programs appears to be inadequate attention to the needs of the Region's smaller urban centers. It is noteworthy that those few boroughs such as Windber and Barnesboro which are engaged in active programs are being assisted by county-wide redevelopment authorities, and it is apparent that if the task of redeveloping Region Eleven's physical heritage and planning its future is to meet today's challenges, the appropriate administrative organization of this task must be county-wide and, perhaps in the area of social and economic development planning, even multi-county in scope.

L. County and Regional Planning Programs

County and Regional
Planning Programs

The realization that effective planning for the city had to extend beyond its limits, culminated in the formation of the Blair Regional Planning Commission in 1957. As originally constituted, the planning jurisdiction of this commission covered 30 per cent of Blair County with about 70 per cent of the county's population.

The first step of the Regional Planning Commission consisted of

hiring a planning consultant to prepare a regional plan. While planning progress was being made, strong support for planning was expressed by local officials. However, when the consultant's work was completed, a growing restlessness among several member communities concerning costs and benefits eventually resulted in the Borough of Hollidaysburg withdrawing from the Regional Planning Commission.

In recognition of the need for a continuing planning program, the Blair County Planning Commission was established during the spring of 1964, superseding the Blair Regional Planning Commission. Subsequently, the County Commissioners have appointed nine members to the Commission, three representing the county's boroughs, three its townships and three the City of Altoona. As a condition for establishing a county planning commission, the County Commissioners were able to exact a pledge from Altoona, the boroughs and the townships to pay two-thirds of the county's cost, limiting the county's share to only \$5,000 in total local contribution of \$15,000. And with the assistance of matching Federal urban planning assistance grants, it has been possible to launch the county planning program with an initial annual budget of \$48,000. At present nearly all of the local governments in the county are contributing to the program with the county making payments, in addition to its \$5,000 contribution, to cover those communities that cannot or do not wish to make contributions to the program. The agreement now stands that the county will continue to make up the deficit between required and actual local contributions.

In the meantime, the City of Altoona is subsidizing the county planning staff until the county receives local and Federal funds to embark on its new planning program.

Over the years, city interests have become convinced of the need for planning, partially because their extensive urban renewal program requires periodic updating of the city's master plan in order to remain eligible for Federal aid. With this in mind, city officials express concern that the county planning operation's allocation of only one county planner to Altoona may result in city interests being neglected. However, during the first two years of the county planning program most of its small five-man staff will be involved in completing the Greater Altoona Transportation Study and in collecting data for the rest of the county. The second two years will be devoted to analyzing these data and formulating a comprehensive county plan.

In Cambria County a similar county planning commission was established during January 1965. Since that time, a staff member of the Regional Planning Commission of the Johnstown Area has been stationed, on a part-time basis, at the Cambria County Court House until the full staff moves from Johnstown later this year. However, after this transfer, one secretary may be permanently retained in Johnstown to provide continuing advice to Johnstown and its surrounding suburban municipalities.

As soon as the county's application for Urban Planning Assistance funds has been approved by the Federal government, the Regional Planning Commission staff will be transferred to the Cambria County Planning Commission and will move ahead with its planning program. By the end of this year, the County Planning Commission expects to have a seven member staff and hopes to

complete a comprehensive plan within two years by utilizing work already completed by the Regional Planning Commission.

While working on its county plan, the planning staff will also amend and update the existing Johnstown comprehensive plan and integrate the existing regional plan into the plan being prepared for the rest of the county.

Before the regional planning staff transfers to Ebensburg, the County seat, they will complete their work for the State Highways Department on the transportation study covering Johnstown and its suburban areas. In addition to the usual land use information required from the local planning commission, by the State Highways Department, the regional staff will conduct house interviews on resident travel habits for the entire metropolitan region.

The Somerset County Planning Commission has recently hired a new planning director who will initiate the second phase (analysis and planning) of the county's comprehensive planning program during the winter of 1966. Apparently the county planning staff will remain small (three people) relying to a large extent on the services of a planning consultant firm for preparation of the county's comprehensive plan.

Huntingdon County is the only other county in Region Eleven that has a county planning commission. Though established for over three years, the Huntingdon County Planning Commission has only formulated a county planning program. It has been allocated a two year budget of \$53,000 and hopes to hire a planning consultant to prepare a comprehensive plan for the county.

Fulton and Bedford Counties have shown little inclination toward establishing a county planning program at this time.

Evaluation of Planning Programs

As described earlier, the two active regional planning commissions in Region Eleven are transferring their staffs to the county level. As a result of a larger tax base, these counties will now be able to employ the professional consulting and resident staff services required by a continuing county-wide planning program. In this fashion, it has been possible for Somerset County to finance its own planning program.

The problem of uncontrolled development and water pollution along the eastern shore of the Youghiogheny Reservoir created the initial incentive for establishing Somerset's County Planning Commission. In order to prevent further substandard housing developments in this area, the county immediately prepared subdivision regulations. This approach was in some respects unfortunate since these development controls were not based upon a comprehensive plan or general public support for the function of county planning.

Dissension has arisen between the County Planning Commissioners and the County Commissioners, followed by the resignation of the county's first planning director. Nevertheless, Somerset County is the only county in Region Eleven that now has subdivision regulations.

Though the Huntingdon County Planning Commission should soon begin the preparation of a plan to guide land development around the proposed 35 mile Raystown Reservoir, the county is currently too sparsely developed to support a minimum full-time planning staff. The same financial limitations restrict the development of county planning commissions in Bedford and Fulton Counties. All three counties are experiencing renewed population growth and are confronted with uncontrolled growth of recreation developments and vacation homes which may prematurely blight a potential which may soon be comparable to the Poconos. The best hope of averting this danger may lie in the creation of a regional three-county planning staff serving county planning commissions in each of the three counties.

REGION ELEVEN INTERVIEWS
August 2-August 6, 1965

BEDFORD COUNTY

Hugo K. Frear	Secretary, Bedford Development Council
Edward McDevitt	Chairman, Bedford-Breezewood Tourist Committee
Robert Sneed	Chief Assessor, Bedford County

BLAIR COUNTY

William Bellamy	Executive Director, Altoona Redevelopment Authority
John Harrington	Executive Director, Altoona Welfare Council
Stanley Ruth	Director, Blair County Tourist and Industrial Development Bureaus
Jess Zorger	Chief Assessor, Blair County

CAMBRIA COUNTY

Harry Arbaugh	Chief Assessor, Cambria County
Philip Chamberlain	Executive Director, Johnstown Regional Planning Commission
Michael Flynn	Executive Director, Johnstown Redevelopment Authority
Howard Hill	Executive Vice President, Greater Johnstown Chamber of Commerce
James Long	Member, Cambria County Planning Commission
Daniel Park	Director, Cambria County Tourist Council
Edward Smith	Executive Director, Greater Johnstown Committee
Marvin Wienzik	Executive Director, Cambria County Redevelopment Authority

FULTON COUNTY

Ray Koontz	President, Industrial Development Corporation of Fulton County
Harold Welsh	County Superintendent of Schools

HUNTINGDON COUNTY

Carl Clapper	Chief Assessor, Huntingdon County
Lewis Green	Chief Clerk, Huntingdon County
Jack Shuck	President, Huntingdon Business and Industry
C. R. Wilburn	Secretary, North-South Shortway Association

SOMERSET COUNTY

F. R. Brant	Executive Secretary, Somerset County Development Council
Robert Machtley	Executive Director, Somerset County Redevelopment Authority
John Mack	Chief Assessor, Somerset County
William Sperry	Executive Director, Laurel Highlands, Inc.

REGIONAL PERSONNEL

David Garman	Air Pollution Engineer, Pa. Department of Health
James Hite	Labor Market Analyst, Bureau of Employment Security
E. F. Hoover	Regional Sanitary Engineer, Pa. Department of Health
Joseph McDonald	Labor Market Analyst, Bureau of Employment Security
C. V. Stone	Supervisor, Industrial Development, Potomac Edison Co.

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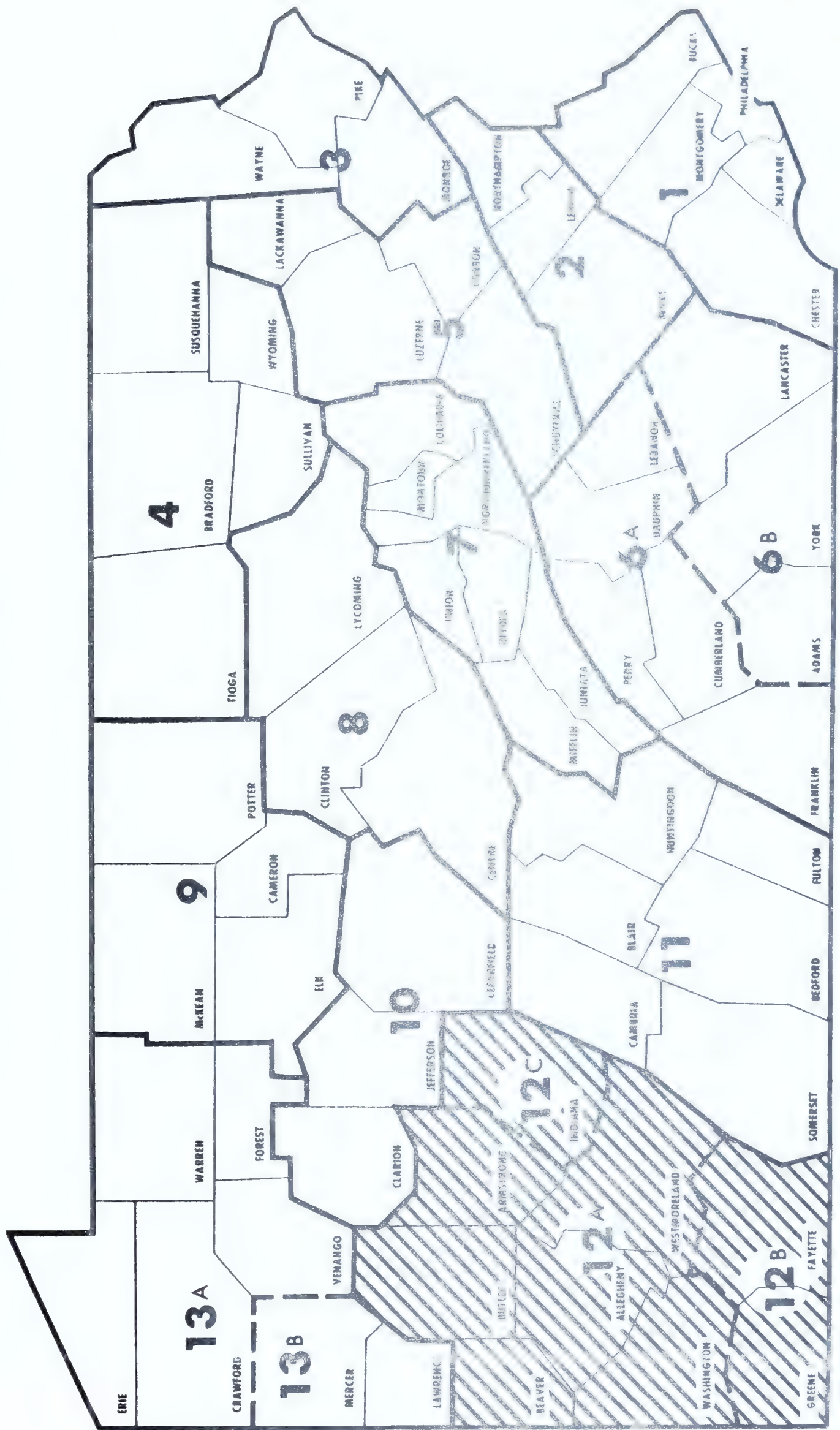
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a staff working paper — January, 1966

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REGION TWELVE

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Appendix

Field Interviews
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NOTE

The following report represents a "Staff Working Paper" which is being distributed to State Departments, bureaus, and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board Staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION TWELVE

Part I Development Trends

A. Regional Setting

Common Characteristics of Region Twelve

Region Twelve which occupies the southwest corner of Pennsylvania includes the nine counties of Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Washington and Westmoreland. This heavy industrialized area of the State is bounded on the south and west by the State of West Virginia.

Its eastern border lies along prominent Laurel Hill which decreases gradually in elevation to the north and is finally transformed into a series of low hills to the east of Indiana County. The northern limits of the Region roughly coincide with two major tributaries of the Allegheny River - Red Bank Creek (Armstrong County) and Mahoning Creek (Indiana County). The southern extent of glaciation parallels the Region's northwestern border. The plateau topography encompassed within these limits is generally one of low broad-topped hills with steep valley slopes. These hills are more sharply defined in the southwestern portion of the Region. The highest elevations appear in the Allegheny Mountain section within the eastern portion of the Region.

Much of the area is underlain by interbedded sandstones, shales, limestones, and coal beds. The erosion of these parent rocks did not produce highly productive agricultural soils and this absence, coupled with relatively hilly topography, has resulted in a farm economy which specializes in cattle and sheep raising.

Region Twelve is blessed with a major drainage system in the Upper Ohio River and its two primary tributaries - the Allegheny, which flows southward from New York State to its confluence at Pittsburgh, with the northward flowing Monongahela River which originates in West Virginia. A number of significant secondary waterways join this major system - the Beaver, Youghiogheny, Chartiers, Red Bank, Mahoning and the Kiskiminetas. The Region's most important urban centers, major highways and railroads generally follow these stream valleys converging upon Pittsburgh. A series of locks built along the Ohio and Monongahela, along with channel improvements, now permit Ohio River traffic to move far up these major tributaries.

The Region's development began in the latter 18th century when early trappers and Scotch-Irish settlers entered this area. At one time or another, the Virginia and Pennsylvania Colonies, England, France and Indians all contended for control of this area. Numerous conflicts between the latter three peoples arose because of the Region's early strategic importance. After the end of the French and Indian Wars in 1763, settlers from both Virginia and eastern Pennsylvania filtered into the area through routes in western Maryland and present day West Virginia. Some of these early settlers cleared the Monongahela Valley for the Region's first farmsteads. The pioneers soon discovered the advantage of settling at the confluence of the Allegheny and the Monongahela Rivers, as had the military in earlier years. In 1790, Pittsburgh had only about 400 inhabitants, but during the two decades that followed, the community grew to 5,000. Pittsburgh's early growth was stimulated by its strategic

location along waterways which were used to transport settlers to the pioneer lands in Ohio and beyond, and earned the town the title of the "Gateway to the West". The discovery of bituminous coal and other mineral resources stimulated an early industrial growth, centering largely on boat building (using the hardwood forests in the area) and iron making to supply and transport settlers westward along the Ohio River.*

Much of the northern portion of the Region was settled from Pittsburgh. Another path of settlement occurred westward across the Allegheny Mountains into portions of Indiana and Westmoreland Counties. Greene County, in the extreme southwest, was settled largely from the Monongahela River Valley and its tributaries.

During the next 100 years, Pittsburgh emerged as one of America's great industrial complexes and one of the most densely populated urban areas to be found anywhere in the United States. Many of the small river-oriented communities grew into significant industrial centers and eventually many of these coalesced until today an urban string of industrial centers extends far out from Pittsburgh along all its major waterways. This agglomeration extends north along the Allegheny River as far as Kittanning (Armstrong); south along the Monongahela River to Charleroi (Washington); and downstream along the Ohio River to Wheeling. Industrialized urban centers are found along the more important tributaries of these major rivers, for example, the Beaver River, Turtle Creek and Chartiers Creek.

Most of these adjoining river settlements were located in narrow valleys and their rapid unplanned growth during the last century now inhibits the Region's ability to provide new industrial sites and improved highway facilities. Today many of the better residential areas are located on the river bluffs, generally 200-500 feet above these congested river valleys whose deteriorating residential and industrial heritage make the tasks of redevelopment extremely difficult.

In addition to the river-oriented centers, a number of smaller communities emerged adjacent to coal fields and other mineral deposits. Many began as trading centers for miners but soon were able to attract complementary manufacturing industries. In many instances these towns became wholly dependent upon a single industrial plant - glass, steel and fabricated metal industries - and are today especially vulnerable to market fluctuations, automation and labor-management disputes within the industry. Since the late 1950's declines in the demand for coal and automation in the steel and glass industries have resulted in an increased migration out of the Region. Between 1950 and 1960, Greene, Fayette, Indiana and Armstrong Counties (all largely dependent upon coal) experienced an out-migration of 74,000 and a total population decline of 30,000. Since 1960, drastic changes in the steel industry have resulted in severe population losses (estimated at 62,000) in Beaver, Allegheny and Washington Counties. In Greene County, past population trends

* The Dravo Corporation's Neville Island Shipyard is still the nation's largest producer of barges and river flotation equipment and more tonnage is still moved by water in the Pittsburgh district than in any other inland river area in the United States.

appear to be reversing and this county is showing a small growth. Westmoreland is the only county to show continuous growth since 1940. This growth has become more rapid during the last decade as this "bedroom" county attracted younger residents who commute into the Pittsburgh area for work.

Relationship to
Surrounding Regions

Region Twelve, particularly Metropolitan Pittsburgh, dominates the economy of much of western Pennsylvania and portions of adjoining States as well. As a source of employment, the Region provides a significant number of jobs for neighboring counties to the north (especially Lawrence), the States of Ohio and West Virginia. Allegheny and Beaver Counties alone provide over 12,000 jobs for residents of Lawrence and Columbiana County in Ohio. A number of residents of Greene County, predominantly rural in character, find employment in Wheeling and other Ohio River towns. To the east, some residents of Indiana and eastern Westmoreland commute to the Johnstown Standard Metropolitan Statistical Area. In all cases, these external sources of employment are secondary to those of the Pittsburgh Metropolitan Area.

Region Twelve's concentrated population of nearly three million provides a recreational market for many areas to the east and north. Future development plans for numerous recreation projects in western Pennsylvania are predicated on the assumption that these areas will draw an ever-increasing number of the Region's residents. Conversely, a number of parks presently being developed within the Region also attract persons from other regions; notably, Ohiopyle (Fayette) and Moraine (Butler) State Parks.

Pittsburgh has emerged as a wholesale, research, service, finance, insurance and real estate center for much of western Pennsylvania and eastern Ohio. In addition, its major educational facilities, such as, the University of Pittsburgh, Duquesne and Carnegie Tech and many more located within the Region attract more than 40,000 full-time students from all over Pennsylvania and the rest of the nation.

For nearly two centuries, Region Twelve has exported its manufactured products - steel and metal and glass products - and its natural resources of coal, oil and natural gas to many portions of Pennsylvania and the United States. During the last two decades, the Region has begun to export its human resources as well. As a result of relatively high unemployment rates during the latter decade, many of the Region's more mobile residents have migrated to other areas outside of the Region. Many of these have found employment in northern Ohio and the urban centers of Megalopolis to the east of the Appalachian Mountains, or on the West Coast. The loss of this manpower, while helping to lower unemployment rates, may also, where it involves skilled labor, prove detrimental to the Region's future industrial growth.

Natural
Resources

Mineral resources have played a major role in the Region's development as far back as the 19th century. The early discovery of bituminous coal generated an iron-making industry in this Region. More than forty different coal beds of varying thickness have been located throughout the western portion of

Pennsylvania. Much of the coal in Armstrong, Beaver and Butler Counties is mined by stripping methods, while deep mines prevail in the remainder of the Region. Beaver County's production is currently very small. Region Twelve provides 63 per cent of the State's total bituminous production and about 79 per cent of the State's deep-mined coal. In 1941, coal production amounted to 90 million tons with a total employment of nearly 83,000 miners. By 1964, production had decreased 46 per cent to 48 million tons, but employment fell nearly twice as fast (by 81 per cent) to only 16,000 jobs. These declines have been most drastic in Fayette (96 per cent in employment and 92 per cent in production) and Allegheny (89 per cent in employment and 70 per cent in production) Counties. Greene County, the last county in the Region to experience the coal boom, retains, together with Washington, the greatest untapped reserves. In fact, this county has increased its production over the past 25 years (from 6.3 to 11.6 million tons). Washington, in 1963, led all Pennsylvania counties in total value of mineral production, largely because of its ranking as the number one coal producing county. Three new power generating plants: Conemaugh (Westmoreland), Homer City (Indiana) and Keystone (Armstrong) are currently planned for Region Twelve. All of these are mine-mouth coal-fired and will each provide long-term employment for 700 miners and operators.

In 1959, Washington, Butler and Allegheny produced about 8 per cent of the State's crude oil. The Region contains part of the western Pennsylvania oil and natural gas belt which is most prominent in regions to the north. Generally, producing gas wells are located to the east of the oil fields. Currently, there is a significant production in Armstrong and Westmoreland Counties. In 1964, the Region's 231 successful gas wells represented 60 per cent of the State's total new wells; 198 of these were located in Indiana, Armstrong and Westmoreland Counties. The presence of this natural gas in conjunction with the Region's glass sand deposits provided the initial impetus for development of a significant glass industry.

Other minerals of importance within Region Twelve are glacial sand and gravel, clays, cement stone and building stone. In 1963, Armstrong ranked second within the State in the production of sand and gravel.

Forest resources, predominantly red oak, are less important here than in adjacent regions. Lumber operations in the past provided large quantities of mine timber necessary for the vast number of coal mines in the area. At the present time, the western portion of the Region (Allegheny, Beaver, Greene and Washington) is 27 per cent forested, compared to 41 per cent in the eastern portion. In Fayette County, the ratio approaches 52 per cent with most of these forests located on the mountain ridges in the eastern portion of the county.

The appearance of many of the Region's waterways reflects the past dependency upon coal. This water asset has suffered from decades of acid mine

pollution as well as pollution related to salt brines (primarily located on the Connoquenessing Creek). During much of the Region's early history, floods plagued the urban communities located along the river valleys with resulting damage to personal property and industry. The Corps of Engineers have constructed a number of flood control dams along the tributaries of the Allegheny, which carries the greatest volume of water. These dams are located on the Kiskiminetas-Conemaugh, Red Bank, Mahoning and Clarion Rivers. These have greatly reduced flood frequencies and damage. The construction of the Kinzua Dam in Warren County will further alleviate flooding in downstream communities within the Region, as well as provide low flow augmentation.

Industrial and residential water pollution has, in the past, also seriously impaired the Region's streams. However, in recent years, industry has been correcting this evil and is making great strides in cleaning up the water it discharges back into these rivers. The Pennsylvania Department of Health has ordered numerous communities along the rivers to install sewage treatment plants. As a result, these streams are undergoing an up-grading which will ultimately enhance their value for water supply, industry and recreation. At the present time, much of the Region's water supply comes from these rivers. In addition, glacial alluvium aquifers in the Allegheny, Ohio and Beaver Rivers generally provide an excellent source of unpolluted ground water.

Agriculture attained its peak in Region Twelve about the turn of the century. The predominantly sandstone and shale soils of the area are generally not too productive and require extensive liming, erosion control and artificial drainage. Much of the soils are in pastureland for dairying and sheep raising, largely because crop production is not too successful on steeply sloping terrain. The better agricultural lands located along river valleys and those in the north-central part of the Region have been subject to intense land development pressures. Many marginal and part-time farms exist in the Region because miners and industrial employees have been able to supplement their income from these operations during times of declining and seasonal employment.

Effect of Environment
on Future Pattern of
Development

Region Twelve's future development, as in the past, will continue to be influenced by its geographic environment. Physical determinants, such as slope and drainage have determined past settlement patterns and generally created the residential and industrial expansion problems currently confronting many communities. Urban expansion, as mentioned previously, has often been in a vertical direction with recent development areas appearing on the high ground overlooking the river valleys. More than one-quarter of the Region has slopes exceeding 25 per cent, and as a result large areas are not suitable for development. The river valley congestion makes difficult any further expansion in those areas. Many of the Region's major highways follow these valleys, but they cannot be widened for modern traffic loads without displacing a very large number of older commercial, industrial and residential structures. Most new industries which desire to locate near Pittsburgh will find it necessary to locate on top of the high bluffs where open land is still available.

Recent interstate highway construction offers brighter prospects for development to many areas. Interstate 79 (the Erie-West Virginia Expressway) which passes west of Pittsburgh affords the western portion of the Region a high speed north-south route connecting the Pennsylvania Turnpike and the

Keystone Shortway. This highway will also reduce travel time between the Region and recreation areas to the north and east. Interstate 70 from Wheeling to an intersection with the Turnpike, east of Pittsburgh, provides a southern bypass around this major city. Similarly, the Turnpike provides the same service to the north of the city. Where these two limited access routes intersect the Region's other major highways there will likely develop new industrial and residential areas. The Borough of Washington is especially well situated in this respect, as is the area near Jeanette (Westmoreland). The Turnpike has already brought significant industrial expansion to the area between Pittsburgh and the Turnpike, near Interstate 76 in Monroeville Township.

Improvements to the existing radial highways emanating from Pittsburgh will stimulate growth along these arteries and their adjoining communities situated within easy commuting distance of the central city. The only major north-south highway in the eastern portion of the Region is U.S. 119. Improvements are already scheduled for a portion of this highway in Indiana County. However, this county remains relatively isolated from the Pittsburgh area because of the lack of a direct highway connection. Proximity to the Keystone Shortway will benefit Butler, Armstrong and Indiana Counties only if improvements are made to existing inadequate connector roads or new highway connections are constructed.

In many portions of the Region, uncontrolled mining operations have resulted in subsidence or mine cave problems, while in other areas underground mine fires and burning refuse banks seriously blight the landscape.

Many of the older established river communities and mining centers suffer from a basic environmental problem which will deter future development. Decades of heavy industrial production, related to the steel and railroad industries, coal mining and coke production have severely blighted many of these communities. It has been only recently that attempts were initiated to solve air pollution problems, which are aggravated by the lack of circulation and frequent temperature inversions in the narrow valleys. In 1947, Pittsburgh adopted an air pollution control ordinance which has greatly reduced the dimension of this problem and radically altered the city's past poor image.

Most of the considerations already mentioned have dealt with the defects in the Region's physical environment. The Region, in fact, does possess compensating assets. The discontinuity in topography resulting from the partially wooded, steeply sloping valleys, interrupts what might otherwise develop into a drab and unimaginative urban sprawl. Instead, the topography lends itself to the development of attractive and discrete neighborhoods.

The Region's water resources, particularly those in the eastern portion extending from Butler to Fayette Counties, provide the opportunity for an intensive recreation industry. State Parks planned at Ohiopyle (Fayette), Moraine (Butler) and the numerous flood control reservoirs on the westward flowing tributaries of the Allegheny River offer recreational advantages to the Region's metropolitan residents. The recreational potential of this section is further illustrated by the increase in vacation home building which has occurred since 1950. In addition, the number of motel accommodations have risen during the last few years, especially in Fayette and Indiana Counties.

Perhaps the greatest of the Region's compensating assets is its metropolitan economy and population (8th largest in the nation in 1960). However much this matter of sheer size may dramatize the Region's losses in times of temporary economic setbacks, it also provides the "agglomeration" advantages which are the best assurance that this readjustment will be succeeded by renewed future economic growth.

B. Population Trends

Over-all Regional Growth

Allegheny County, the home of Pittsburgh, Pennsylvania's second largest city, is the hub of Region Twelve's over-all pattern of population change. Within this county are concentrated more than half of the Region's 2.8 million inhabitants, at a density of over 2,000 people per square mile.

Since Pittsburgh's founding over 200 years ago, the Region's physical development has tended to radiate along the major waterways of the Region, the Allegheny, Monongahela, and Ohio Rivers, which converge to form the Golden Triangle in the heart of the city. From the beginning of the automobile age, significant development has also occurred along the Region's major arterial highways extending from the city in all directions.

In 1963, Region Twelve's estimated population of 2,817,000 represented one-fourth of the State's total. Allegheny, the most populous county in the Region with 1,579,000 persons, ranks second among Pennsylvania's 67 counties in both size and density. Westmoreland and Washington are the Region's second and third largest counties with 357,000 and 213,000 people, respectively. The population of the remaining six counties in the Region ranges from 199,000 in Beaver down to 40,000 in Greene.

Region Twelve has experienced continuous population growth in the previous two decades. From 1940 to 1950, the Region's population increased from 2,577,000 to 2,704,000, a gain of 4.9 per cent. An increase in the growth rate to 6.6 per cent during the 1950's resulted in a 1960 population of 2,884,000. Corresponding percentage gains for the State as a whole were 6.0 and 7.8, indicating a slightly slower regional population growth rate than Pennsylvania in the 1940's and 1950's.

However, intercensal population estimates for 1963 indicate that since 1960 the Region has reversed the upward trends of recent decades and is now experiencing a significant population decline. Between 1960 and 1963, the population of Region Twelve appears to have declined by almost 67,000 persons, in contrast to a slight gain for the State as a whole during this three year period.

Allegheny County, the largest county, has contributed most to both the earlier gains and current losses in regional population. Between 1940 and 1960, the county's increase of 217,000 (a 15 per cent rise) represented more than 70 per cent of the net gain for the entire Region. Beaver's increase of 50,000 (a rise of 30 per cent) and Westmoreland's increase of 49,000 (16 per cent) were the next two largest contributors to 1940-1960 change. Of the declining

counties between 1940 and 1960 (Armstrong, Greene, Fayette, and Indiana) only Fayette's change was especially significant; a drop of 16 per cent from 201,000 to 169,000.

* During the 1950's, counties that had experienced growth in the previous decade tended to grow at a faster rate, while counties that had experienced declines tended to continue this trend at a faster rate. Thus, Allegheny, Beaver, Butler, Washington and Westmoreland continued to grow while Armstrong, Indiana and Fayette continued to decline. Greene County, which had increased in the 1940's, decreased in the 1950's.

According to State Planning Board estimates, more than three-fourths of the Region's decline in population between 1960 and 1963 occurred in Allegheny County which has had a population loss of 50,000. Reversals of past population growth were also experienced by Beaver, Washington and Butler, where losses of 8,000, 4,000 and 600 persons, appear to have occurred.

This estimated drop in population has been due mainly to emigration from Region Twelve, which has been occurring at more than double the rate experienced by the rest of the State since 1940. During this period, out-migration exceeded in-migration by 145,000 persons during the 1940's, by 175,000 persons during the 1950's and by 156,000 persons in the three year period, 1960-1963. Of concern to local officials is the high proportion of males in their mid-twenties that have departed from Region Twelve reducing the size of the Region's work force and leaving a disproportionate share of young and old. Pittsburgh's Negro population has not participated in this out-migration. They appear to have faced equal difficulty in finding employment both outside and within the Region,

Declines in population, attributed to an excess of out-migration over in-migration between 1940 and 1960, were greatest in Fayette, Greene, Indiana and Armstrong Counties. These four counties comprised only 16 per cent of the Region's population in 1940, but accounted for more than 42 per cent of its net out-migration from 1940 to 1960.

Since 1960, however, Fayette and Greene Counties have been experiencing notable reductions in rates of out-migration and appear to be achieving a more favorable balance between available employment and the size of their work force. Meanwhile, net out-migration has been continuing at an accelerated rate in the remainder of the Region. Because of substantial increases in annual rates of net out-migration compared to the 1950-1960 decade (from 8,400 to 30,500 in Allegheny, from 1,700 to 3,000 in Washington and from 500 to 2,200 in Westmoreland), Allegheny, Washington and Westmoreland Counties accounted for nearly three-fourths of the Region's net out-migration between 1960 and 1963. In addition, reversals in migration trends have taken place in Beaver and Butler Counties where out-migrants now exceed in-migrants each year by 5,000 and 1,300 persons, respectively.

Region Twelve is one of the two regions in the State with a significant non-white population, most of whom reside within the four-county Pittsburgh SMSA. Between 1950 and 1960, this segment of the metropolitan population grew by 20 per cent (to 163,500), more than twice the 8 per cent white increase.

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This disparity in growth rates appears to have become even more pronounced since 1960. Intercensal estimates for 1963 indicate that the four Pittsburgh Metropolitan Counties (Allegheny, Beaver, Washington and Westmoreland) experienced a three-year decline in total population of 57,400, resulting from the net effect of a 6,000 gain in non-white and a 63,400 loss of white population. The metropolitan area's current experience of out-migration thus appears to be quite selective, both racially and geographically. All of the non-white population gain is concentrated within the City of Pittsburgh which also accounts for more than 70 per cent of the Region's post-1960 loss of white population.

By 1963, the non-white sector (mostly Negroes) comprised 7.2 per cent of the four-county population, less than half the average proportion for all northern metropolitan areas. In one respect this metropolitan-wide figure is misleading. As the succeeding tables reveal, almost two-thirds of the non-white metropolitan population resides in the City of Pittsburgh and this proportion continues to rise while the parallel decentralization of the metropolitan white population has reduced the proportion of whites residing in the city to only one-fifth. As a consequence, the percentage of Pittsburgh's population which is non-white has been rising fairly rapidly while remaining unchanged in the remainder of the metropolitan area. It should also be noted that while the non-white population continues to increase, there is no evidence of any significant influx of migrants from outside the Pittsburgh Metropolitan Area. Between 1960 and 1963, the local natural increase of non-white population (6,700) slightly exceeded the estimated total non-white population gain (6,000), implying some minor net out-migration in this sector as well.

Per Cent Of Four-County Metropolitan Population Living In Pittsburgh*

	1950	1960	1963
Whites	28.6%	22.4%	21.1%
Non-Whites	60.5%	62.2%	63.9%

* Pittsburgh four-county Standard Metropolitan Statistical Area consists of Allegheny, Westmoreland, Beaver and Washington Counties.

Source: United States Bureau of the Census and Pennsylvania State Planning Board.

Per Cent Of Population Non-White

	1950	1960	1963
City of Pittsburgh	14.0%	16.8%	19.0%
Rest of SMSA*	3.5%	3.4%	3.4%
Total SMSA	6.6%	6.8%	7.2%

* Pittsburgh Standard Metropolitan Statistical Area consists of four counties: Allegheny, Westmoreland, Beaver and Washington.

Source: United States Bureau of the Census, Pennsylvania State Planning Board.

Locational Trends in
Regional Growth

Two hundred years of development in transportation, coal, steel and other basic industries has made the Pittsburgh area the center of business and job opportunities for Region Twelve. The result is that almost two-thirds of the Region's population has concentrated in Pittsburgh and its surrounding suburbs. In 1960, the Pittsburgh urbanized area contained 1,800,000 people and represented 62 per cent of the Region's population.

Population growth in the Pittsburgh area has been both concentric and radial. The direction of Pittsburgh's population growth pattern has been greatly influenced by the location of steel mills and supporting industries in corridors extending from the central city along major rail and water transportation systems. These corridors lead some distance into counties bordering Allegheny County and extend as far as Latrobe in Westmoreland County, Brownsville in Fayette County, Canonsburg in Washington County and Ellwood City in Lawrence County. In recent years, the development of new highways on top of the plateau has encouraged strip development there as well.

Of major importance in Region Twelve's residential development pattern since 1950, has been the decline of the city proper and the substantial increase in the population of its suburbs. Pittsburgh's population declined 11 per cent in the 1950's for a loss of 72,000 inhabitants, while the population of its urban fringe (which in 1960 consisted mainly of areas in Allegheny County, but also of some areas in Beaver and Westmoreland Counties) grew 27 per cent. Between 1960 and 1963, the city lost an additional 35,000 residents. The differential growth of these two sectors arose in part from differences in age structure and in the number of married persons. In 1960, only 12.5 per cent of the population living in the suburbs was 60 years of age or older, compared to 16.2 per cent in the central city itself. And in the suburbs, 64 per cent of all females 14 years and older were married in 1960; the corresponding figure for the City of Pittsburgh was 54 per cent. Thus, the central city has tended to become the home of not only racial minority groups, but also single people and couples without children, while the suburbs have attracted married families with children.

The Pittsburgh urbanized area fell behind national trends in population growth from 1950 to 1960. The central cities of 165 of the nation's 213 urbanized areas increased in population, while the City of Pittsburgh declined. At the same time the urban fringe of the Pittsburgh area grew at a much slower rate than the comparable national growth rate.

Increases in market values of taxable real property between 1960-1964, an indication of small area population change, suggest continued growth along the river and highway corridors leading out from the city. To the northeast, such a corridor extends up the Beaver Valley and along State Route 18 into Lawrence County; another extends as far as the City of Butler along State Route 8, a third up the Allegheny River and Route 28 to Freeport. Perhaps the most extensive growth sector is that proceeding eastward between U.S. 22 and 30, as far as Latrobe. Somewhat less pronounced corridors extend southward along the Monongahela to Monesson and southwestward along U.S. 19 and new Interstate 79 to the City of Washington. Beyond this star-shaped area of contiguous metropolitan growth, separate isolated clusters of growth exist around Kittanning,

Indiana, Connellsville, Uniontown and Waynesburg. There is some indication that these latter three southern communities have experienced more rapid growth since 1960. It is also apparent that as industry continues to decentralize outwards from Pittsburgh, urban development is tending to fill in the vacant lands between previously established radial corridors.

Prospects for
Future Growth

If post-1960 trends were to continue throughout the current decade, Region Twelve's 1960 population of 2,884,000 would decline 7 per cent to 2,678,000 by 1970. Projections based on population changes estimated for the brief period from 1960 to 1963 indicate that losses in Allegheny County alone might amount to 152,000 persons. Except for Greene County, which appears to have reversed its historic decline, and Westmoreland County which continues to enjoy modest gains, population throughout the remainder of the Region is currently declining or at best remaining relatively static.

Although Region Twelve is the home office for over 25 large national firms, the Region continues to lose the prominence it once had in the production of metals and electrical machinery. Hence, employment in the Region's basic manufacturing industries has been declining while non-manufacturing employment has recorded only fairly modest growth with no new large employers moving into the Region recently. It seems realistic to expect that people will continue to leave so long as there is excess unemployment.

Between 1958, when some 13 per cent (131,600 people) of the Region's labor force was unemployed, and 1962, employment declined 34,000, but the labor force itself declined by over 68,000, largely as a result of out-migration. By 1964, regional unemployment had dropped to 58,000 (only 5.6 per cent of the labor force), total employment was rising rapidly towards the record of earlier years, and the almost uninterrupted decline in the labor force appeared to be over. 1965 provided added impetus to a regional recovery which promises to continue through 1966, producing, if not conditions of acute labor shortage, at least a new healthy equilibrium between population and economic opportunity in Region Twelve.

Under these circumstances, the likelihood of regional out-migration and population decline continuing through the remainder of this decade at the high 1960-1963 rates appears quite remote. But, so also does the possibility of any significant over-all regional growth. The best estimate at the moment is that by 1970, total regional population will have regained and perhaps slightly surpassed that of 1960, with moderate gains in several of the peripheral counties being largely offset by a loss in Allegheny County.

Absolute numerical gains or losses in Region Twelve's population may, however, prove far less important in this decade than the changing residential location of its white and Negro citizens. As noted earlier, 1963 intercensal estimates reveal no evidence, as yet, of any interruption in the historic trend towards increased concentration of the Region's non-white population in Pittsburgh and increased dispersal of its white population elsewhere. There is, however, no inevitable reason why these trends must continue. The heavy out-migration of the last few years has provided some opportunity for many of the Region's residents to "trade up" in their choice of homes but so long as

unemployment remained high (and highest of all for the Region's Negroes) this choice remained purely academic. Now that full employment is beginning to benefit all groups, this earlier out-migration and current shortage of skilled labor may also provide an opportunity for upward occupational mobility for those non-white residents who remained. Thus both residentially and economically the stage may be set for the beginning of a sustained Negro transition to suburban living patterns. Such an event would profoundly influence many of the Region's current housing, education, welfare and redevelopment problems.

Population Summary - Components of Regional Growth
1940 - 1963

	1940-1950 ¹	1950-1960 ¹	1960-1963 ¹
Natural Increase per Annum	+27,175	+35,514	+27,400
Net Migration per Annum	-14,471	-17,521	-48,000
Total Change per Annum	+12,704	+17,993	-20,600
Per Cent Change per Annum	+0.49	+0.67	-0.71

1 Pennsylvania Department of Health, Annual Statistical Reports

County Population Trends and Projections
1940 - 1970

County	1 Total Population			1 1970 1963 (Projections of (Temple Estimates 1960-63 Trends)Projections		
	1940	1950	1960			1970 ²
Allegheny	1,411,539	1,515,237	1,628,587	1,579,000	1,476,017	1,729,323
Armstrong	81,087	80,842	79,524	77,700	73,914	76,646
Beaver	156,754	175,192	206,948	199,000	182,498	232,767
Butler	87,590	97,320	114,639	114,000	112,669	134,514
Fayette	200,999	189,899	169,340	163,000	149,830	148,788
Greene	44,671	45,394	39,424	40,000	41,194	34,244
Indiana	79,854	77,106	75,366	74,200	71,776	73,731
Washington	210,852	209,628	217,271	213,000	204,131	221,430
Westmoreland	303,411	313,179	352,629	357,000	366,079	387,636

Region						
Twelve	2,576,757	2,703,797	2,883,728	2,816,900	2,678,108	3,039,079
State	9,900,180	10,498,012	11,319,366	11,425,000	11,644,396	12,262,662

1 Intercensal Population Estimates for 1963, Pennsylvania State Planning Board.

2. Pennsylvania State Planning Board, The Population of Pennsylvania:
Projections to 1980, June 1, 1963

C. Economic Trends

Sub-Regional Analysis

Region Twelve, the largest of Pennsylvania's thirteen Regions, contains one of the State's two major urban complexes. The City of Pittsburgh (population 569,000) located in Allegheny County (total population 1,579,000) is the center of a six-county metropolitan area (Region 12A) which includes the five surrounding counties of Armstrong, Deaver, Butler, Washington and Westmoreland. These, plus the three less urbanized counties of Fayette and Greene (Region 12B) and Indiana (Region 12C) constitute Region Twelve.

In order to best portray changing economic conditions in southwestern Pennsylvania, Region Twelve has been divided into two parts (see map). Region 12A, encompassing Allegheny County and five adjacent counties, contains approximately 4,500 square miles and a population of two and a half million. Regions 12B and 12C, include the counties of Greene, Fayette and Indiana, with a population of 277,200 and an area of 2,209 square miles. Though not contiguous, Regions 12B and 12C have been combined for the purposes of this analysis. As a final note, Region Twelve will be discussed in its entirety where such treatment is appropriate, in addition to the more intensive examination of the six-county metropolitan and the three-county peripheral areas.

Characteristics of the Regional Economy

Coal mining and agriculture, once the leading industries and main sources of employment in Region Twelve, reached their peak in southwestern Pennsylvania around the turn of the century. Today more persons are employed in manufacturing than in any other industry in Region Twelve. The proportion of total employment in manufacturing in 1960 was 37 per cent, almost identical to the over-all State average.

Approximately 195,000 persons, or about 20 per cent of the Region's work force are engaged in business and consumer services. Almost all (92 per cent) of this employment is located in the six-county area of Allegheny, Armstrong, Deaver, Butler, Washington and Westmoreland Counties. Although the proportionate share of service employment in this area, which contains Pittsburgh and its population overflow, closely parallels the State norm, it is considerably less than in other U. S. metropolitan areas of comparable size. This is because industrial specialization within this metropolitan region has produced a labor force suited to the requirements of heavy manufacturing industries. In addition, the large national manufacturing firms have provided themselves with many of the services which are ordinarily performed by outside specialists. This pattern has caused a lag in service employment which tends to discourage the location of new manufacturing industry within the metropolitan region.

Regional employment in retail trade totaled 151,500 persons in 1960 and represented 15 per cent of total employment (about the same for the State). Only Allegheny County experienced a decline in retail trade employment between 1950 and 1960 (down 3.4 per cent), while the rest of the Region enjoyed employment gains. This loss may be attributed both to the general centrifugal movement of population and stores in the metropolitan area and to the establishment of large chain and discount stores which require fewer operating personnel.

In manufacturing, the six-county metropolitan area is highly specialized in the production of primary metals. Forty-three (43) per cent (112,676) of those employed in manufacturing in this Region in 1963 were involved in the manufacture of primary metals, compared to only 10 per cent in combined four-State area of New York, New Jersey, Ohio and Pennsylvania. The difference between these proportions provides some measure of the degree to which this sector of manufacturing is oriented to serving export markets outside the Region.

Within the primary metals group, basic steel making is by far the dominant source of employment. Steel making is most important in Allegheny County in terms of absolute employment, although the industry is widely scattered throughout the six-county metropolitan region. The largest concentrations of steel mills in Allegheny County lie along the banks of the Ohio and Monongahela Rivers. The rather limited number of sites of sufficient size along these rivers to accommodate large factories has caused a severe space problem limiting industrial expansion. This situation is further aggravated by the fact that most areas surrounding these mills are intensively developed, making horizontal expansion almost impossible. Faced with the problem of limited space for expansion, the Region's steel industry has managed, through modernization of existing facilities, redevelopment of residential areas and extension of industrial sites into the river, to show a notable increase in steel production over the past fifty years. Because of increased productivity and technological improvements this added capacity has not resulted in a corresponding increase in employment.

There is also a heavy specialization in fabricated metal work in the Region. Ten per cent or 25,814 of the manufacturing jobs in the Region in 1963 were in fabricated metals. Also among Pittsburgh's major manufacturing sectors was the stone, clay and glass industry which employed 21,318 workers representing 8.1 per cent of total manufacturing employment.

With this heavy concentration of industry, the six central counties of Region Twelve provide considerable employment and income for commuting residents of surrounding areas. In 1960 regional employers paid out \$130.4 million or 2.1 per cent more in wages and salaries than was earned by residents of the six-county area. In Allegheny County, employers paid out \$33.9 million or 8.3 per cent more than was earned by residents, while in Beaver County, the amount was \$72.9 million or 15.3 per cent more. Residents of the remaining counties in the six-county metropolitan area earned approximately 20 per cent more than county employers paid in wages and salaries, with the exception of Westmoreland County, where resident income was 13.4 per cent higher. Thus, while the six-counties as a whole are more than self-sufficient in employment opportunities, a sizeable number of employed persons residing in Butler, Armstrong, Washington and Westmoreland Counties are dependent on income earned from jobs located in the more highly industrialized counties of Allegheny and Beaver.

As illustrated in the following table, the proportion of residents of Allegheny and Beaver Counties employed outside their county is small compared to the remaining counties where out-of-county commuting consistently exceeds 18 per cent.

Subregion 12A
Persons Employed Outside Of Their County Of Residence
In 1960

County	Number	Per Cent Of Total Employment
Armstrong	6,205	27.7%
Washington	17,383	26.0%
Westmoreland	25,505	24.2%
Butler	6,583	18.2%
Beaver	6,458	9.6%
Allegheny	20,406	3.8%

Source: 1960 U. S. Census

A detailed breakdown of intra-regional employment patterns by origin and destination as summarized by the following table illustrates both the growing economic interdependency within the Region and the unequal exchange of commuters between individual counties. Only between Washington and Westmoreland Counties was the volume of daily commuters approximately equal in both directions.

Commuting patterns in Region Twelve extend beyond regional and State boundaries. Allegheny County is an employment center for approximately 6,000 persons commuting from outside of Region Twelve. Beaver County provides employment for some 6,600 persons who are not residents of the Region. The most significant commuting into Beaver is from Columbiana County, Ohio (4,000) and Lawrence County, Pennsylvania (1,600). In turn, approximately 1,300 persons residing in Beaver County commute to Lawrence County, while less than 300 commute to Columbiana County. Commuting from Westmoreland County to Cambria County, Pennsylvania, approximates 600 persons, while some 200 workers from Cambria and Somerset Counties find employment in Westmoreland. Thus, there exists some interaction between the Region and areas on its periphery. This relationship appears to be strongest between Region Twelve and the Pennsylvania and Ohio Counties of Lawrence and Columbiana. Contrary to popular impressions, only slightly more than 10,000 of an estimated 81,000 total cross-county commuters traveled to jobs within the City of Pittsburgh.

Origin and Destination of Employed Persons Residing and Working in
Region Twelve, By County, 1960
(000)

Persons Residing In:	Persons working in the following counties:									
	Allegheny	(Pittsburgh)*	Armstrong	Beaver	Butler	Fayette	Greene	Indiana	Washington	Westmoreland
Allegheny	519.8	265.2	0.4	4.9	1.0	0.2	0.0	0.1	2.3	6.1
(Pittsburgh)*	199.6	179.2	0.0	0.8	0.2	0.0	0.0	0.0	0.5	0.9
Armstrong	1.2	0.2	16.2	0.0	NA	NA	NA	NA	0.0	2.9
Beaver	4.0	1.5	0.0	60.6	0.3	0.0	0.0	0.0	0.0	0.0
Butler	3.8	1.5	NA	0.6	29.5	NA	NA	NA	0.0	0.2
Fayette	2.9	0.5	NA	0.0	NA	31.7	NA	NA	2.3	2.5
Greene	0.1	0.0	NA	0.0	NA	NA	8.9	0.0	0.7	0.0
Indiana	0.4	0.1	NA	0.0	NA	NA	NA	17.9	0.0	1.4
Washington	11.0	3.2	0.0	0.7	0.0	0.9	0.5	0.0	49.6	1.9
Westmoreland	19.1	3.5	1.0	0.0	0.1	1.0	0.0	0.7	2.1	79.8

Source: U. S. Census of Population, 1960: Journey to Work

* Employment shown in the Pittsburgh column is a component of total Allegheny County employment

NA - Not Available

Between 1949 and 1959, median family income for the six-county area rose 47.5 per cent from \$3,816 to \$5,630. Although the six-county area exceeded the State's increase of 45.4 per cent, its average remained 1.6 per cent below the Statewide level of \$5,719 in 1959. Within Region Twelve, income levels of Allegheny, Butler and Beaver in 1959 were higher than the State and Armstrong County had the lowest median family income (\$5,033). Beaver County experienced the smallest percentage increase over the ten-year period (39 per cent) and Butler County the largest (62 per cent).

Among the peripheral counties of Region Twelve (Fayette, Greene and Indiana), total employment declined 14 per cent between 1950 and 1960. Most of this decline resulted from employment losses in mining.

In the three counties, manufacturing employment, which has been increasing in recent decades, constituted 22.5 per cent of all industry employment in 1960, considerably below the Statewide figure of 37.6 per cent. The only county to deviate significantly from the three-county average was Greene, where manufacturing employment comprised only 9.3 per cent of total employment in all industry. In general, employment shifts from mining to manufacturing industries occurred at a fast rate throughout all three counties during the 1950's.

In addition, employment in the service industry accounted for 18.3 per cent of all industrial employment in 1960, while retail trade made up 16.8 per cent of the total. Corresponding percentage figures for the State were 19.2 and 14.7 per cent.

Mining employment in 1960 constituted 15 per cent (12,530) of the area's total employment, compared with less than two per cent for the State. Though mining employment declined 58 per cent between 1950 and 1960, the industry remains a significant employer within the area. In 1960, 26 per cent of the residents of Greene County were employed in mining (the highest proportion within the Region) and many additional residents of Fayette County commuted to mining jobs in Greene.

Although total employment in the manufacturing sector is still relatively small in comparison to the rest of Region Twelve, it has, within the last decade, displaced coal mining as the largest employer within this three-county area.

Within the manufacturing sector, the largest proportionate share of employment (18.7 per cent) in 1963 was in the stone, clay and glass products industry constituting a much higher proportion of workers than in the larger four-state area. Within this industry group, the Anchor Hocking Glass Company, the manufacturer of glass containers, is the dominant source of employment, employing over 1,900 workers in 1965. Most of the other glass container corporations in the three-county area are concentrated in Fayette County.

Eighteen (18) per cent of the manufacturing jobs found in the three-county area are in apparel, which is again much higher than the proportion of workers employed in this industry in the four-state area (11 per cent). Individual firms within this highly diversified industry are widely dispersed

throughout the three counties.

Another highly developed industry within the three-county area is fabricated metal products which employed 15.2 per cent of all manufacturing workers in 1963, compared to 7.4 per cent for the four-state area. Instruments, lumber and wood products and the rubber and plastics industries all exceeded State employment with 8.3 per cent, 6.3 per cent and 2.7 per cent, respectively, of total three-county manufacturing employment.

In 1960, residents of the three outer counties earned \$98.2 million or 21 per cent more than was paid out by local employers. Fayette commuter earnings were particularly high while residents of Greene County earned 5 per cent (\$2.7 million) less than employers (Greene County coal mines) paid in wages and salaries. The sizeable amount of commuting taking place from the Region to jobs located elsewhere is further illustrated in the following table.

Subregions 12B And 12C
Persons Employed Outside Their County Of Residence
In 1960*

County	Number	Per Cent Of Total Employment
Fayette	11,335	26.3%
Indiana	4,079	18.6%
Greene	1,727	16.3%

Source: U. S. Census - 1960

* Data has been adjusted to compensate for those not reporting to Census.

In 1960, approximately 70 per cent of the commuters from Fayette County worked in Allegheny, Westmoreland and Washington Counties. In Indiana, 34 per cent of those working outside the county found employment in Westmoreland County, while 25 per cent commuted to the Johnstown SMSA. Although the destination of those traveling from Greene County to areas other than the Pittsburgh Region cannot be fully determined, there is reason to believe that residents of the county commute to jobs in the Wheeling, West Virginia, SMSA.

Median family income in the three-county area increased 41.4 per cent between 1949 and 1959, compared to a 45.4 per cent gain for the State. The 1959 income level for the area (\$4,546) was 20.5 per cent lower than the State average. Fayette County had the lowest family income in 1959 (\$4,291) and also experienced the smallest percentage increase over the ten-year period. The highest income level in 1959 (\$4,907) was in Indiana which also showed the greatest percentage increase (60.5 per cent) between 1949 and 1959. Declining regional employment in medium and high wage industry jobs has had an adverse effect on income growth rates.

Unemployment Trends And
Over-all Growth In
Employment

The rate of unemployment in the central part of Region Twelve covered by Allegheny, Westmoreland, Butler, Armstrong, Beaver and Washington Counties declined substantially during the period from 1958 to 1964. During 1958, the average unemployment rate was 11.1 per cent compared to 10.5 per cent for the State. By 1964, unemployment had fallen to 5.3 per cent in subregion 12A, even lower than the prevailing State rate of 5.8 per cent. Within this Region, the Butler labor market area (Butler County) showed the greatest per cent decline, from 11.6 per cent in 1958 to 4.0 per cent in 1964. During 1965, unemployment rates have continued to decline to 3.1 per cent in December 1965.

Total employment within this area declined 1.1 per cent between 1958 and 1964, while the size of the work force declined 7.0 per cent. Although the size of the work force declined in all labor market areas of this six-county area, only the Pittsburgh labor market area SMSA (Allegheny, Beaver, Washington, and Westmoreland Counties) experienced a reduction in total employment.

However, employment in the Pittsburgh labor market area increased from 853,400 to 876,500 during 1965, while unemployment fell from 4.8 per cent at the beginning of the year to 3.6 per cent at the end. It is worth noting that while labor force out-migration was largely responsible for the reduction in unemployment between 1958 and 1964, it is also now responsible for the tight labor market which may be hindering further growth.

Subregion 12A
Labor Force Data
1958 - 1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	1,041,900	926,500	115,400	11.1%
1961	1,003,700	890,400	111,800	11.1%
1964	967,800	916,200	51,600	5.3%
Difference				
1958-1964	-74,100	-10,300	-63,800	-5.8%

Source: Bureau of Employment Security, Labor Force Data, 1958-1964

Export demand for the Region's major industrial products, coal and steel, has grown less rapidly in the past twenty years. Furthermore, increased substitution of capital for labor, loss of dominance in the competitive steel market and increasing labor costs have all contributed to the area's problems. Specialization in traditional industries and the inability to adjust to economic change have been main contributors to chronic unemployment.

However, even in the worst of the recent economic decline, the structure of the Region's economy continued to shift towards that of more prosperous metropolitan communities. Between 1953 and 1962 while the six central counties were losing almost 103,000 manufacturing jobs (10 per cent decline) and 35,000 jobs in coal mining and transportation (43 per cent decline), the rest of the non-manufacturing employment sector continued to add 33,000 new jobs (8 per cent gain).

In the current recovery between 1962 and August 1965, manufacturing has regained 27,000 jobs (largely within the same primary metals industry in which earlier losses were experienced), coal mining and transportation have continued to decline moderately and the rest of the non-manufacturing sector has added another 25,000 new jobs.

In the remainder of Region Twelve (Greene, Fayette and Indiana Counties, the unemployment rate dropped from 18.7 per cent in 1958 to 8.4 per cent in 1964. Greene County (the Waynesburg Labor Market) showed the greatest improvement, with a decline from 12.9 per cent to 6.9 per cent in 1964. Further gains have occurred since 1964. However, here too, the reductions in unemployment have come from a steep 14 per cent decline in the labor force between 1958 and 1964. During this time, employment remained static in Indiana, declining by 1,400 jobs in Greene and by 600 in Fayette Counties.

Subregions 12B And 12C
Labor Force Data
1958-1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	86,500	70,300	16,200	18.7%
1961	83,000	67,700	15,300	18.4%
1964	74,600	68,300	6,300	8.4%
Difference				
1958-1964	-11,900	-2,000	-9,900	-10.3%

Source: Bureau of Employment Security, Labor Force Data, 1958-1964

Components Of
Economic Growth

Although employment in the six-county area increased at a slower rate than the State between 1950 and 1960, a favorable shift away from slow growth industries occurred. Declines in the relative importance of total employment were greatest in agriculture, mining and transportation industries, all of which have exhibited little, if any, national growth during recent decades. Employment declines in agriculture (down 6,823) and transportation (down 10,915) occurred at faster rates than experienced elsewhere in the State. The percentage decrease in mining employment (down 23,666), however, was slightly less than the percentage loss experienced by the State.

The increasing employment in industries producing services for the local population (finance, public administration and other services) is also a favorable development in the Region's economy. The proportion of total employment in finance, insurance and real estate increased from 3.2 per cent to 3.9 per cent; in service from 15.9 per cent to 19.7 per cent; and in public administration, from 3.2 per cent to 3.6 per cent. Services, which accounted for nearly two-thirds of total employment in these three industries, experienced an absolute gain of 38,597 or a percentage increase of 28.2 per cent, which was slightly greater than the 25.1 per cent growth rate for Pennsylvania during the 1950's. Employment in finance, insurance and real estate, up 27.2 per cent, and public administration, up 18.4 per cent, failed to increase quite

as fast as comparable State rates between 1950 and 1960.

Employment shifts in other industries were not sufficiently great to cause significant changes in their relative importance. Employment rose 11.7 per cent in wholesale trade, 6.6 per cent in public utilities, 3.2 per cent in manufacturing, 2.3 per cent in retail trade and 0.8 per cent in construction. Corresponding figures for the State were 11.0, 1.7, 9.5, 5.7, and 2.7 per cent, respectively. Finally, regional employment in communication declined 3.5 per cent, compared to a 8.8 per cent increase for Pennsylvania as a whole.

As previously noted, manufacturing is the most important source of employment in the six-county area. While total manufacturing employment has declined, not all industries within the manufacturing sector have followed the general downward trend, nor have all counties shared equally in losses or gains experienced by two-digit manufacturing industries.

Changes In Manufacturing Jobs - For Subregion 12A
1956 - 1963

Growth Industries	Employees	Counties Most Affected
Rubber and Plastics Products	+ 1,439	Allegheny
Apparel Products	+ 823	Westmoreland, Washington
Petroleum Products	+ 614	Butler, Westmoreland
Declining Industries		
Primary Metals	-40,231	Allegheny, Beaver, Westmoreland, Washington
Electrical Machinery	- 8,438	Allegheny, Beaver
Fabricated Metals	- 8,255	Allegheny, Beaver, Westmoreland
Stone, Clay and Glass	- 6,718	Allegheny, Armstrong, Washington
Food and Kindred Products	- 4,668	Allegheny
Transportation Equipment	- 4,640	Allegheny
Machinery	- 3,428	Allegheny, Westmoreland, Beaver

Source: Pennsylvania Department of Internal Affairs

In order to determine whether local trends departed appreciably from general employment trends, the experiences of the six-county area were compared with those of the four-state area consisting of New York, New Jersey, Ohio and Pennsylvania. For purposes of analysis, the differential shift technique was employed. The procedure used is illustrated in the following example. In the four-state area, total employment in the electrical machinery industry declined 2.0 per cent between 1956 and 1963. If the six-county area had followed the four-state trend, it would have experienced a decline of "proportional" shift downward of 701 jobs. Actually, the Region experienced a decline of 8,438 jobs and the difference between actual and expected change in employment is termed a differential shift downward of 7,737 jobs towards decreased specialization in

the electrical machinery industry in the six-county metropolitan area. Differential shifts in number of jobs for twelve manufacturing industries are shown in the following table.

Differential Shift In Manufacturing Jobs - Subregion 12A
1956-1963

Increased Specialization	Decreased Specialization	Number Of Jobs
Rubber and Plastics Products		+1,435
Apparel Products		+1,034
Petroleum Products		+ 903
Furniture		+ 279
	Electrical Machinery	-7,737
	Primary Metals	-7,509
	Fabricated Metals	-4,269
	Stone, Clay & Glass Products	-3,073
	Food and Kindred Products	-2,391
	Chemicals	-1,659
	Machinery	-1,339
	Printing and Publishing	-1,155

Source: Pennsylvania Department of Internal Affairs

The rapid decline in total manufacturing employment in Pittsburgh between 1956 and 1963 is attributable largely to the Region's heavy concentration in primary metals. Over half of those workers discharged have come from this industry which is also exhibiting slow national growth (up 3.4 per cent between 1958 and 1962, compared to an over-all employment growth of 14.6 per cent). Further, because the primary metals industry is becoming increasingly more evenly distributed throughout the United States, less of a national concentration of this industry is found in Pittsburgh with a resulting decline of potential new jobs found here.

The Region's second major source of manufacturing employment in 1956 was electrical machinery. The fact that Pittsburgh is losing its regional share of total employment in electrical machinery, one of the nation's fastest growing industries, with a gain of 30 per cent in employment between 1958 and 1962, is a particularly unfavorable development for the six-county economy.

While increased concentration in less important industries, such as rubber and plastics, apparel and furniture may be an advantage from the standpoint of employment stability and diversity, this is not especially desirable so far as the area's wage structure is concerned.

Manufacturing employment in the six-county area is heavily oriented towards high-wage industries, with 78 per cent of all workers in this industry category employed by primary metals industries. Because of the large drop of 40,000 jobs in primary metals between 1956 and 1963, there has been a slight increase in the proportion of low and medium-wage industry employment.

Proportion Of Manufacturing Employment In
Low, Medium and High-Wage Industries
Subregion 12A
1956-1963

Year	Low-wage (under \$5,000)	Medium-Wage (\$5,000 to \$6,000)	High-wage (over \$6,000)
1956	8.5%	34.1%	57.4%
1963	9.4%	35.2%	55.4%

Source: Pennsylvania Department of Internal Affairs

During the 1950's, employment growth in the three outer counties exceeded comparable State growth rates in only two industrial sectors. One of these, manufacturing employment increased 31.1 per cent, compared to a 9.5 per cent increase for the State, while employment in public utilities increased 2.7 per cent, a low compared to the State rise of 1.7 per cent. Though employment in retail trade, wholesale trade, finance, services and public administration also gained over the period, they grew at a slower rate than for the State as a whole. The greatest deviation from Pennsylvania growth rates was in services, which increased at less than half the rate experienced by all service industry throughout the rest of the State. An increasing proportion of Greene, Fayette and Indiana's services apparently are being supplied from the Region's central metropolitan City of Pittsburgh where employment in this sector is growing rapidly.

Employment in other industrial sectors declined between 1950 and 1960. Those industries experiencing reductions in total employment were: mining, down 58.1 per cent; agriculture, down 35.6 per cent; communications, down 21.8 per cent; transportation, down 19.2 per cent; and construction down 0.5 per cent. As a result of increased mechanization and decreased output, coal mining has been the leading contributor to employment losses in the three-county area. In fact, the number of displaced miners (17,409) exceeded total net employment losses between 1950 and 1960 (13,652). In summary, the violent shift in employment from mining to manufacturing may, by now, have stabilized the economy of the three counties and provided a more favorable base for future economic growth.

Because of these changes in industry structure, manufacturing has emerged as the three-county area's most important source of employment. However, each of the three counties in the Region has not experienced the same rate of change in total manufacturing employment nor have the rates of change among selected manufacturing industries been the same in all counties.

The following table lists ten industries which exhibited the greatest absolute change in manufacturing employment between 1956 and 1963 and the counties which contributed most to inward or outward shifts in industry employment in this three-county area.

Changes In Manufacturing Jobs - Subregions 12B And 12C
1956 - 1963

Growth Industries	Employees	Counties Most Affected
Apparel Products	+500	Indiana, Fayette
Instruments	+440	Indiana
Fabricated Metals	+313	Indiana
Machinery	+236	Fayette, Indiana
Lumber Products	+144	Fayette
Declining Industries		
Chemicals	-489	Indiana
Primary Metals	-477	Fayette
Leather Products	-302	Indiana
Stone, Clay and Glass Products	-296	Fayette, Indiana
Food and Kindred Products	-212	Fayette

Source: Pennsylvania Department of Internal Affairs

Perhaps more meaningful than absolute changes in manufacturing employment are differential shifts in regional employment compared with employment changes in the wider four-state area previously mentioned in the analysis of the six central counties.

Differential Shift In Manufacturing Jobs - Subregions 12B And 12C
1956 - 1963

Increased Specialization	Decreased Specialization	Number Of Jobs
Apparel Products		+662
Fabricated Metals		+485
Instruments		+432
Machinery		+309
Lumber Products		+271
Transportation Equipment		+131
	Chemicals	-530
	Primary Metals	-341
	Leather Products	-252
	Food and Kindred Products	-104

Source: Pennsylvania Department of Internal Affairs

Of the six leading contributors to increased specialization, apparel, instruments and machinery industries all exhibited high national employment growth rate characteristics. Decreased concentration in slow growth industries, such as chemicals, primary metals, leather products and food industries may also be considered a favorable development in the three counties' economy.

While recent changes in industry structure have resulted in a more desirable industry mix insofar as employment growth potential is concerned, the three-county's manufacturing employment is tending towards increased concentration in the medium and low-wage industries.

Proportion Of Manufacturing Employment In
Low, Medium and High-wage Industries
Subregions 12B And 12C
1956 - 1963

Year	Low-Wage (under \$5,000)	Medium-Wage (\$5,000 to \$6,000)	High-Wage (Over \$6,000)
1956	34.8%	45.0%	20.2%
1963	35.9%	49.5%	14.6%

Source: Pennsylvania Department of Internal Affairs

Location Of
Economic Problem
Areas and Growth
Centers

With the decline of Region Twelve's dominant industries and decentralization of its population, considerable change has taken place recently, not only in the type of employment available, but also in its location. Statistics on these locational changes were available for the manufacturing sector only.

Major changes in the number of manufacturing jobs between 1956 and 1964, by county, are shown below.

Change In Number Of Manufacturing Jobs, By County
1956-1964

County	Gains	Declines	Per Cent Change
Butler	+2,195		+19.7%
Indiana	+1,021		+29.8%
Fayette	+ 343		+ 4.4%
Greene	+ 213		+39.0%
Armstrong		-1,228	-16.9%
Westmoreland		-2,256	- 5.2%
Washington		-3,921	-17.6%
Beaver		-7,575	-14.6%
Allegheny		-50,432	-24.4%
Region Twelve		-61,640	-17.4%

Source: Pennsylvania Department of Internal Affairs

The City of Pittsburgh lost 17,458 or 25.1 per cent of its total manufacturing jobs between 1957 and 1964. During the same period the total number of manufacturing jobs in the remainder of Allegheny County declined 21.6 per cent, reflecting both Allegheny County's declining importance as a manufacturing center and the nationwide trend towards dispersion of industry within Region Twelve. As shown in the preceding table, the only counties to record any recent gains in manufacturing employment have been those peripheral counties which had been largely non-industrial. Most of the heavy losses have occurred among the

central major industrial counties.

Pittsburgh's losses in the non-manufacturing sector, particularly wholesale trade, resulted from significant relocation of this activity to the suburban areas of Allegheny County. A similar situation exists in retail trade industry where Pittsburgh lost \$10 million sales (1 per cent) between 1958 and 1963, while the rest of Allegheny County gained \$150 million (17 per cent). Job losses are exceeding these sales declines as technological changes displace many of the workers.

There has been a fairly well defined geographic pattern of economic distress in Region Twelve. The 1960 Census revealed the existence of an almost continuous belt of high male unemployment extending in a broad semi-circle around Pittsburgh, including western Washington County and nearly all of Greene, Fayette, western Westmoreland and all of Indiana and Armstrong Counties. At that time, nearly every municipality within this area recorded male unemployment rates in excess of nine (9) per cent - many of them above 18 per cent. This distressed area was generally that part of the Region located beyond easy commuting range of industrial centers and suffering most severely from mining unemployment.

Within, and to the northwest of this arc, low unemployment rates characterized almost all of Pittsburgh's suburbs (but not Pittsburgh itself), Beaver and Butler Counties

The combined effects of out-migration, new commuter highway construction and regional decentralization of industry is thought to have moderated these regional disparities in employment quite significantly since 1960.

There is a substantial amount of manufacturing employment in the cities, boroughs and townships surrounding Pittsburgh. South of the central city, along the Monongahela River Valley, the Cities of Duquesne, McKeesport and Clairton are major employment centers. McKeesport, the largest, provided 8,900 manufacturing jobs in 1964, a gain of 700 jobs since 1961. Duquesne and Clairton had a combined job force of 9,200 in 1964, 600 above their 1961 total. Further west, the industrial community of McKees Rocks experienced another smaller gain of 400 jobs during this same period.

Manufacturing employment in the territory north of Pittsburgh is concentrated mainly along the Ohio River to the northwest and the Allegheny in the northeast. Neville Township (conterminous with Neville Island situated in the Ohio River) provided manufacturing jobs for 4,200 people in 1964, a decline of nearly 600 since 1961.

This corridor of intensive manufacturing activity continues down the Ohio River through Beaver County. Aliquippa, on the south bank, and Ambridge across the river had a total 20,000 jobs in 1964, virtually unchanged since 1961. Employment in this area is highly concentrated in primary and fabricated metals and, to a lesser degree, in electrical machinery. Further downstream, near the Ohio border, steelmaking dominates Midland's 7,000 employment which has expanded by 1,000 since 1961. To the north of the Ohio, along the Beaver River, another concentration of 6,500 jobs exists in the vicinity of Beaver Falls. Primary and fabricated metals, together with clay, stone and glass products, dominate employment in this valley which has added 800 jobs since 1961.

Additional concentrations of intensive manufacturing are found along both sides of the upper Allegheny River. The largest cluster of employment along this corridor occurs in East Deer and Harrison Townships on the west bank and New Kensington across the river in Westmoreland County, which have a combined total of 10,000 jobs, an increase of nearly 1,000 since 1961. Steelmaking accounts for about half of this employment with aluminum and glass making up the balance. Most of the gains have occurred in the latter industry.

To the east of Pittsburgh, there are two major industrial clusters in central Westmoreland. The larger of these is in the Jeanette-Greensburg area with 11,000 jobs in glass, machinery, electronics and instruments. While the two cities have lost about 500 jobs since 1961, their adjoining Hempfield Township has added 1,100 new jobs in the latter two growth industries. Further east, the Latrobe area contributes about 7,000 manufacturing jobs in steel and machinery, but has remained rather static in recent years.

South from Pittsburgh there is still another industrial corridor along the Monongahela River, where over 11,000 jobs are clustered among the communities of Monesson, Donora, Allenport and Charleroi. The first three of these are all steel towns, while the latter specializes in glass. Together their employment has rebounded with a gain of 1,500 jobs since 1961.

Finally, in the outer periphery of Region Twelve, there are five more isolated industrial communities, Butler, Ford City and Indiana to the north and east, Uniontown to the south and the twin communities of Washington-Canonsburg to the southwest. More than half Butler's 7,600 jobs are in steelmaking, but most of its 2,100 gain since 1961 has occurred in other industries, giving the city a better balanced economy than most communities in the Region. Ford City, on the upper Allegheny in Armstrong County has shown no change in its 2,500 employment since 1961. Sixty (60) per cent of its jobs are at the Pittsburgh Plate Glass Plant. To the east, Indiana Borough and its suburban White Township have 2,200 manufacturing jobs in a variety of industries, the largest of which is Robertshaw Fulton, a producer of temperature control instruments. This company is also responsible for Indiana's gain of 300 new jobs since 1961. The southernmost cluster of industry in Region Twelve is Uniontown and its suburban townships in Fayette County. No single industry dominates employment here, for the area's 2,700 jobs are shared among almost 70 separate small firms, the most prominent of which are apparel, textiles, truck trailers and instruments. Their total employment has increased by 500 jobs since 1961. The largest of those outlying industrial concentrations is the 10,000 jobs in Canonsburg, Washington City and their adjoining Chartiers and Center Townships, at the crossroads of Interstate 79 and 70. The 1,500 increase in employment is largely attributable to McGraw-Edison expansion in Canonsburg and to the growth in radio and TV equipment production in Chartiers Township.

To the west of Region Twelve, steelmaking is an important industry in the Wheeling-Ohio labor market area. Coal is mined here as in the Morgantown labor market area to the south of Region Twelve in West Virginia. Unfortunately, employment has decreased in the Wheeling-Ohio labor market area as it has in Region Twelve, offering little opportunity for additional jobs for commuters from Region Twelve.

The Morgantown labor market area, though much smaller than the Wheeling-Ohio labor market, provided 2,000 additional jobs between 1961 and 1964 and reduced local unemployment from over 12 per cent to only 5.5 per cent. With the completion of Interstate 79, Morgantown may offer Greene County a most welcome new secondary source of employment to supplement Pittsburgh.

Pittsburgh's own metropolitan economy continues to readjust to meet the changing needs of the nation and to exploit the potential of better highway access to this wider market. These same highways are extending Pittsburgh's capacity to provide metropolitan services to all of Region Twelve, while also permitting the decentralization of satellite clusters of manufacturing which appear to be equalizing employment opportunities throughout what is an increasingly interdependent regional economy.

D. Agricultural Trends

Importance of Region's Agriculture

With 25 per cent of the State's population, Region Twelve has been producing about 10 per cent of Pennsylvania's total value of farm products since the 1940's. Despite this considerable farm production, the Region produces only 15 per cent of the total value of agricultural commodities consumed in the Region. Only Indiana and Butler Counties come close to producing as much as they consume, with 80 and 75 per cent, respectively.

Agricultural employment in Region Twelve declined 44 per cent between 1950 and 1960. Agriculture's share of total regional employment in 1960 was 1.7 per cent. Farm employment remains relatively high only in Greene and Indiana Counties, where 9.5 per cent and 9.3 per cent, respectively, of the employed labor force is engaged in agriculture.

The total value of farm products in Region Twelve increased from 1949 to 1959, but at a slower rate than for the rest of Pennsylvania. The Region experienced a 24 per cent increase (from \$53.6 to \$66.4 millions) during this ten-year period, compared to a 30 per cent increase for the State.

Four of the Region's nine counties showed significant increase in production during these ten years. Indiana, Butler, Westmoreland and Fayette Counties had increases in total value of farm products of 61, 42, 37, and 27 per cent, respectively. Allegheny and Greene Counties experienced declines of 9 and 7 per cent.

In 1963, Butler County led the Region in total sales of farm produce with \$15.6 million, 20 per cent of total regional farm sales. Other leading counties were Westmoreland with \$12.7 million, Washington with \$11.8 million, and Indiana with \$10.9 million. Together, these four counties accounted for 65 per cent of total regional farm income in 1963.

In 1959, 42 per cent of the Region was classified as farmland, almost identical to the State's figure of 41 per cent. Among the counties, farmland ranged from 14 per cent of total land area in Allegheny County to 66 per cent in Greene County. In addition to Greene, Butler, Indiana and Westmoreland Counties exceeded the State average. Of the Region's farmland (1.8 million acres), approximately 71 per cent was in pasture and cropland, slightly higher

than the State figure of 68 per cent.

The proportion of Region Twelve's tillable land in pasture was 40 per cent, compared to the State's 29 per cent. The importance of dairy farming in the Region is especially evident in Greene and Washington Counties where 72 per cent and 52 per cent of all farmland suitable for cultivation is in pasture. The emphasis on pastureland also reflects the importance of beef cattle production in Washington County and sheep raising in Washington and Greene Counties.

Dairying provides the greatest source of farm income in Region Twelve. The value of dairy products sold in the Region in 1963 was \$31.1 million, 40 per cent of all farm products sold. The most important counties in the Region in terms of cash receipts from dairy products were Westmoreland (\$6.2 million), Washington (\$6.1 million), and Indiana (\$4.3 million). Region Twelve contributed 9.7 per cent of the State's \$318.9 million in cash receipts from the sale of dairy products in 1963.

The second major source of farm income in Region Twelve was horticultural specialties which permit a more intensive use of the land. These crops include flowers, nursery crops, bulbs, flower seeds, greenhouse vegetables and mushrooms. Regional income from the sale of horticultural specialties in 1963 was \$14.5 million, 18.5 per cent of total farm income. The leading counties in the sale of horticultural specialties were Butler (\$5.6 million) and Allegheny (\$4.5 million). Of Butler's \$5.6 million agricultural income, approximately \$3.3 million is the result of mushroom sales by a single producer. These two counties accounted for approximately 70 per cent of cash receipts from the sale of horticultural specialties in Region Twelve. In 1959, Butler and Allegheny Counties ranked among the top five counties in the State in terms of nursery products sales.

Meat animal products was the third ranking source of farm income, providing \$13.2 million, or 16.9 per cent of regional farm income. Beef cattle and sheep are the primary products in this category. The Region's leading counties in the production of meat animals are Washington and Westmoreland, where emphasis is on beef cattle. Greene and Washington Counties rank first and second in the State in number of sheep.

Poultry farming, the fourth ranking source of farm income in 1963, provided \$10.7 million in farm income or 13.6 per cent of total value of agricultural products sold in Region Twelve. Butler and Westmoreland Counties led the Region in poultry product sales (chiefly egg production) with \$2.7 million and \$1.7 million, respectively.

Income from field crops totaled \$4.4 million in 1963 and constituted 5.5 per cent of regional farm income. Westmoreland and Washington Counties, the Region's leading dairying counties, were among the State's top ten counties in the production of alfalfa hay in 1961.

While the sale of forest products from farms was of limited importance in the regional economy (\$900,000, or 1.1 per cent of regional farm income) its importance to total State sales in this category was significant. Region Twelve contributed 14.6 per cent to Pennsylvania farm income derived from forest

products sales. Indiana County led the Region with sales of \$500,000, and is the State's leading county in the production of Christmas trees.

A review of regional trends from 1949 to 1963 indicates that a shift in production may be taking place from livestock to crops. In 1949, livestock contributed about 80 per cent to regional farm income. In 1959, this proportion declined to 72 per cent. Conversely, the proportion contributed by crops was 19 per cent in 1949 and 28 per cent in 1959. While the absolute value of livestock products sold has not been declining, increases in this category have not been keeping pace with increases in crop sales. This reduction in relative importance of livestock is most noticeable in Allegheny County where livestock production declined from \$3.7 million in 1949 to \$2.3 million in 1959, a 39 per cent drop. At the same time, crop production in Allegheny County increased from \$3.5 million to \$4.2 million, an increase of 21 per cent.

The relative increase in the importance of crop farming in Region Twelve between 1949 and 1959 was primarily the result of increased emphasis on the production of horticultural specialties. The greatest absolute increases in horticultural sales during this period occurred in Butler, Indiana and Allegheny Counties.

Substantial increases in the total value of crops sold - in spite of the rapid decline of cropland acreage - is indicative of a trend toward more intensive use of farmland brought about by rising land values. Coupled with this trend, increased sales of horticultural specialties may be a consequence of growing consumer demand (local and export) for nursery products, Christmas trees and flowers accompanied by relative increases in prices paid for these commodities.

Agricultural Readjustment

Region Twelve has been experiencing a sizeable reduction in the number of its farms. During the period from 1950 to 1959, the number of farms in the Region declined by 38 per cent (from 26,460 to 16,438) compared to a State decline of 32 per cent. The counties with the greatest declines were Allegheny (62 per cent), Armstrong (41 per cent), Beaver (39 per cent) and Westmoreland (38 per cent). Only in Greene County did the number of farms decline at a slower rate (31 per cent) than for the State as a whole.

The greatest percentage decline in number of farms occurred among units of less than 100 acres in size, which declined 47 per cent, while the State experienced a 41 per cent decline. Within the Region percentage losses in this category ranged from as low as 37 per cent in Butler County to as high as 65 per cent in Allegheny County.

Among farms of 220 acres or more, the Region experienced an increase of three (3) per cent while the State experienced an increase of 10 per cent. Although the Region as a whole showed this slight increase in this category, most of the individual counties experienced declines. Only Butler, Indiana and Armstrong experienced gains in the number of farms of 220 acres with 28,20 and 17 per cent, respectively. Beaver and Allegheny Counties experienced the greatest regional losses of 14 and 10 per cent declines, respectively.

The average farm unit in Region Twelve remains slightly smaller than the average farm size in the State. The Region's farm size rose from 87 acres to 110 acres from 1950 to 1959, in which year the average size of farms for the State was 119 acres. Average farm sizes were greatest in Greene County (148 acres) and Washington County (129 acres). Notably, these two counties had the highest relative proportion of total production in livestock products and also ranked first and second in the Region in pastureland acreage. Farms were smallest in Allegheny County (77 acres) where major emphasis is on horticultural specialties which require less land than dairying.

The increases in average size of farms and in land values have resulted in an increase in the value of real estate per farm. The value of farm real estate in Region Twelve rose from \$102 per acre in 1950 to \$160 in 1959, a 57 per cent increase. During the same period, the State experienced an increase of 72 per cent (from \$107 to \$184). Value of real estate per farm in the Region doubled from \$8,841 in 1950 to \$17,658 in 1959, while the State experienced a 107 per cent increase (from \$10,371 to \$21,417). Value of real estate per farm varied considerably among counties of Region Twelve, ranging from \$9,909 in rural Greene County to \$38,483 in urban Allegheny County.

One measure of improvement in the agricultural sector of the economy is the average value of production per farm unit and the trend of this measure. While average sales per farm increased at a slightly faster rate in Region Twelve, than for the State from 1949 to 1959, income per farm in Region Twelve is still far below the State average. Gross income per farm in the Region increased 100 per cent, from \$2,025 to \$4,042, while the State increase was 92 per cent from \$3,717 to \$7,122. Average farm sales in 1959 were highest in Allegheny County, with Butler County second, while Greene County ranked lowest. The greatest percentage gains between 1949 and 1959 took place in Indiana County (140 per cent) and Allegheny County (137 per cent), whereas, Greene County experienced the smallest increase of only 35 per cent.

Another measure of the improvement in agricultural productivity is the change in farm income per acre of tillable land. By this measure also, Region Twelve exceeds the State's rate of growth, but still lags far behind in level of production. Value of products sold per acre of tillable land for the Region increased 63 per cent, while the State's increase was 57 per cent. However, in 1959 the average State income per acre of tillable land was \$88, whereas, the Region Twelve figure was only \$52.

One indicator of the attractiveness of investment in agricultural activity is the ratio of gross annual sales to value of farm real estate. In 1959, the Region's gross return on agricultural investment in land and buildings averaged 23 per cent - relatively unattractive when compared with the State rate of 33 per cent. Three counties were significantly below the regional average rate of return on agricultural investment. These were Allegheny (18 per cent), Beaver (16 per cent) and Greene (19 per cent). The components which resulted in these ratios varied considerably among the three counties. While Allegheny County had a very high average income per farm, land values in this county, which contains the City of Pittsburgh, were sufficiently high to result in a low return on investment capital.

The low rate of return on investment in Beaver County is the result of relatively low income per farm combined with relatively high land values. The condition of high land values appears to be related to rapid increases in land values along the Ohio and Beaver River Valleys, where urbanization and industrialization have been occurring at a fast rate.

In Greene County, where the cost of land is relatively low, the low rate of return on investment is mainly the result of low average farm incomes. A partial explanation for this low level of farm income in Greene County is the relatively large proportion (70 per cent) of part-time farmers who earn a sizeable share of their total earnings from non-farm occupations.

Cropland and pasture have been declining in Region Twelve. The decline of 23 per cent from 1949 to 1959, compared to a 17 per cent decline for the State. Greatest percentage declines occurred in Allegheny County where pasture and cropland acreage dropped almost 50 per cent during the ten-year period.

The rapid decline in tillable land in Region Twelve is primarily attributable to large reductions in cropland. Percentage losses in pastureland were only slightly greater than for the State. There was a general tendency for losses of pastureland to be smallest in those counties where greatest emphasis remains on dairy, beef cattle and sheep production.

Greatest percentage losses in pasture and cropland occurred in both those counties experiencing rapid urbanization (Allegheny and Beaver) and those where extensive strip mining and low agricultural incomes prevail (Armstrong).

Region Twelve has a relatively high percentage of non-commercial, part-time farms. The proportion of part-time farms in the Region was 58 per cent in 1959, compared with a State-wide average of only 41 per cent. The regional average was exceeded in Greene (70 per cent), Beaver (68 per cent), Fayette (64 per cent) and Butler (63 per cent). This high percentage of part-time farming appears to derive from a combination of very low farm income and part-time mining employment in Greene and Fayette Counties, and from a desire to retain a farm residence while commuting to nearby urban employment in Beaver and Butler Counties.

Future Prospects For Agriculture

Region Twelve is not particularly well-endowed with high quality farmland. Many areas are too rugged for farming, while others of better quality farmland are being diverted to urban development. The number of workers employed in agriculture in the Region has been declining rapidly in all counties. It is doubtful that this trend is yet nearing its end. The decline in agricultural employment may be expected to continue as farmers find better employment opportunities elsewhere

Rising fluid milk demands in the Pittsburgh Metropolitan Area should insure the continued primary importance of dairying in the Region's agricultural economy. The economics of the Region's dairy farmers would be favored by the establishment of a marketing agreement capable of alleviating price differentials.

which currently induce the movement of out-of-state milk into western Pennsylvania milk markets. Conversely, any improvement in the efficiency of Pennsylvania milk production relative to that of Ohio would similarly improve the local competitive position of dairy farmers.

On the negative side, drought conditions in recent years and the accompanying cost-price squeeze on dairy farmers have resulted in substantial losses in the number of Pennsylvania dairy farms and a noticeable reduction in milk production since 1961. The Pittsburgh area has not been unique in this respect. Hence, while future prospects for the larger, more efficient dairy farms are good, dairymen who are not able to keep up with advances in farm technology and improvements in productivity will yield to the increasing pressure of the cost-price squeeze.

If \$10,000 annual gross income is used as a level below which farms have a somewhat doubtful economic future, then 79 per cent of all commercial farms in Region Twelve must be considered marginal as compared to 62 per cent for the State (1959). By this rationale, the downward trend in the number of farms and farmland acreage may be expected to continue as marginal farms and farmland are phased out of production or consolidation into larger operating units. The process of readjustment should occur most rapidly in Greene, Fayette, Armstrong and Indiana Counties where 91 per cent, 88 per cent, 84 per cent and 81 per cent of all commercial farms earned less than \$10,000 in 1959.

The five counties which appear to have the highest potential for future growth in agricultural production are Indiana, Butler, Westmoreland, Fayette and Washington. Westmoreland and Washington Counties both had 1963 dairy product sales exceeding \$6 million.

Indiana County experienced the highest growth rate (61 per cent) in the Region in sales of farm products during the period 1949 to 1959, while Butler County ranked second in this respect (42 per cent). These two counties also experienced the Region's greatest increases in number of farms of 220 acres or more during the ten-year period. Fayette County experienced the smallest decline in tillable acreage during this same period.

The future for agriculture in the four remaining counties of the Region remains somewhat doubtful for various reasons. In Allegheny and Beaver Counties, agricultural activity is likely to continue to decline as more farmland is diverted to industrial and urban uses. Greene and Armstrong Counties may continue to rank rather low in agricultural productivity due to their somewhat marginal soils. As one large ranch is already established in western Greene County, some believe that the agricultural future of Greene County will be production of livestock and the development of a "dude ranch" tourist industry.

In summary, some areas of Region Twelve will be removed from agricultural use through the spread of urbanization. In the more rural areas of the Region, where competition for land is not as great, there will continue to exist the potential for a more prosperous agriculture capable of responding to the needs of a large local market.

E. Industrial Development

Accomplishments and Expectations

Region Twelve has been undergoing an economic re-adjustment of unprecedented severity. The displacement of traditional metallurgical skills, the out-migration of skilled labor, the relative absence of an "incubator environment" to stimulate the birth and development of small new industries, the outmoded industrial plants and shortage of prime industrial sites with access to modern highways have all challenged the ingenuity of local industrial development agencies.

Within the Region there are over 46 separate industrial development corporations, but only one, the Regional Industrial Development Commission of Southwestern Pennsylvania (R.I.D.C.), functions on a multi-county basis. The initial organization of what has since become R.I.D.C. was established in 1954, although its present form was not established until 1962. The operating area of this commission differs from the State Planning Board's Region Twelve, only by its inclusion of Lawrence County and exclusion of Indiana County. R.I.D.C.'s full time industrial staff promotes industrial development throughout this entire area and services small industrial development corporations in each local community.

In addition to these services, the Regional Industrial Development Commission has been a leader in formulating, testing and implementing new programs which could have long-range growth benefits for the whole Region. One of these programs, promoting the growth of small industry, provides low cost industrial row buildings on small parcels of land. This has enabled small industries to develop at these locations until such time they are ready and able to expand into their own larger buildings on new sites. Even though this "townhouse for industry" concept is not new it has seldom been undertaken on such a large scale as it has in the Pittsburgh area. This program appears to have been quite successful in stimulating the growth of new industries since one of these small industrial townhouse parks has by now been fully occupied and construction has begun at a second R.I.D.C. site.

In order to control industrial property costs and preserve the few remaining choice industrial sites in its region, the R.I.D.C. proposes to establish an industrial land bank. The City of Pittsburgh has already embarked on a program of this nature with a Land Reserve Fund for the acquisition of industrial land from the City Redevelopment Authority. Thus far, the city has assembled more than 200 acres of industrial land. Consideration is now being given to extending this to a county-wide program throughout Allegheny County and the R.I.D.C. has already acquired land for a 700 acre industrial park in the county.

The R.I.D.C. previously assisted in establishing an Industrial Development Fund (incorporated in 1962) which is supported by private industry as well as local and State matching funds. It serves as a source of risk capital for the Region and provides loans to qualifying prospects. As might be expected, there is close cooperation between the fund and the R.I.D.C. programs.

All counties in the Region, except Beaver, have participated in Pennsylvania Industrial Development Authority (P.I.D.A.) projects, as indicated in the following table.

Pennsylvania Industrial Development Authority Projects
By County
1956 -1964

County	Total Projects	Capital Investment	Expected New Jobs
Allegheny	8	\$ 6,395,769	584
Armstrong	7	1,934,000	1,055
Beaver	-	-	-
Butler	6	2,485,000	1,083
Fayette	10	4,434,100	1,671
Greene	2	430,000	220
Indiana	4	1,890,335	704
Washington	11	5,554,147	2,254
Westmoreland	4	2,351,062	576
Regional Total	52	\$25,474,413	8,147

Source: Pennsylvania Department of Commerce

Except in Armstrong, all counties in Region Twelve have industrial development agencies capable of functioning on a county-wide basis. Among these, Allegheny County agencies have established industrial parks exceeding 12,000 acres, while Armstrong, Greene, Indiana and Westmoreland County groups have reserved 99 acres, 74 acres, 120 acres and 90 acres, respectively, for industrial use. In addition, several individual communities have set aside land for industrial parks: Beaver (450), Uniontown (158) and Washington (200 acres). Numerous smaller sites have been zoned or optioned but the preceding list will suffice as an example of efforts to reserve prime industrial property.

Although there are industrial development groups within each county in the Region, only eight have utilized P.I.D.A. matching funds for industrial promotion. Indiana County, the exception, has been unable to designate an acceptable receiving agency for these State funds.

The amount of funds utilized indicates to some degree the extent of industrial promotion activity underway in each of the counties. It also illustrates the difficulty of securing local matching funds in the more rural portions of Region Twelve.

Pennsylvania Industrial Development Assistance Act Funds
1956-1966

County	Utilized 1956-1965	Grants 1965-1966
Allegheny	\$583,928	\$ 81,429
Armstrong	7,218	3,976
Beaver	21,187	10,347
Butler	8,652	5,731
Fayette	73,669	8,467
Greene	10,552	1,971
Indiana	-	-
Washington	60,525	10,863
Westmoreland	44,688	17,582
Regional Total	\$810,419	\$140,362

Source: Pennsylvania Department of Commerce

Chambers of Commerce, Industrial Development Corporations, and local utilities are promoting the area by producing brochures and site descriptive materials. The West Penn Power, Duquesne Light and the Pennsylvania Power Companies have been particularly active in this respect.

Evaluation of Programs

The Regional Industrial Development Corporation has taken the first giant stride towards achieving regional cooperation in promoting economic development. However, only when better communication and representation between R.I.D.C. and outlying counties is attained will R.I.D.C. and its associated financing agency reach their maximum potential. As transportation links are improved, closer cooperation should develop between these diverse regional groups.

Industrial development efforts are heavily concentrated in Allegheny County and the county seats of the remainder of the Region. Local fund raising efforts have met with varying degrees of success as indicated in the table below. There does, however, appear to be an inequality in these efforts when they are viewed on a per capita basis.

Local Industrial Development Funds Raised
1956-1964

County	Funds Raised	Per Capita
Allegheny	\$1,056,322	\$.65
Armstrong	510,705	6.42
Beaver	229,000	1.11
Butler	460,000	4.01
Fayette	1,278,660	7.55
Greene	261,372	6.63
Indiana	493,579	6.55
Washington	1,561,075	7.18
Westmoreland	162,600	.46
Region Twelve	\$6,013,313	\$2.09

Source: Pennsylvania Department of Commerce

Throughout Region Twelve, the decline in manufacturing employment of recent years has been most noticeable among high-wage industries, and these losses have been most severe in the outlying counties of Indiana, Greene and Fayette where the proportion of low-wage industry employment was already very high by regional standards. Although the addition of new low-wage industry jobs may provide employment for persons who previously had few job opportunities and assist in stabilizing the area's economy, it would appear desirable for industrial development programs to pursue a long-range goal of upgrading the quality of employment opportunities in these outlying communities as a contribution towards raising the regional standard of living.

In an effort to develop a pool of skilled labor and attract new industry, vocational-technical school programs are being promoted by industrial

groups. Manpower retraining programs already in operation are considered as equally important to the Region's economic readjustment and future growth.

The R.I.D.C.'s "Land Bank" proposals and six-county regional over-all economic development program together with the Southwest Pennsylvania Regional Planning Commission's Industrial Land Study form an excellent beginning for the type of long-range industrial development planning which should continue and be extended to cover all of Region Twelve. The numerous individual industrial development programs can best benefit the Region only if county-wide or regional programs are coordinated with the activities of community planning and other agencies. The close working relationship and organizational ties between the Regional Industrial Development Corporation and the Southwest Pennsylvania Regional Planning Commission should enable the Region to formulate a well-planned action-oriented economic development plan for this local development district in the current Appalachia Program.

F. Tourist Development

Existing Attractions And Programs

Region Twelve with the numerous metropolitan facilities of Pittsburgh, is one of two areas in the State (the other being Philadelphia) capable of playing host to major conventions as well as catering to the tourist seeking rural attractions. Within this Region are located six tourist promotion

agencies (T.P.A.'s) and several Chambers of Commerce tourist promotion committees.

Two T.P.A.'s are multi-county in scope. One of these, the Laurel Highlands Association, encompasses Fayette and Westmoreland Counties as well as Somerset County to the east. These Laurel Highlands have been described as possessing the potential for development as a mountain resort center comparable in size to the Poconos. The Association has a full-time staff which has developed and distributed many colorful and attractive brochures promoting their area.

The other regional T.P.A., covering Washington and Greene Counties, has produced several reports and is currently planning a survey (to be financed by the Economic Development Act) of potential regional tourist attractions. In the Washington-Greene County area, the Meadows Race Track and the Riverboat Clairton are the two primary facilities that have already been promoted by the T.P.A. Other attractions such as the Hughes Homestead and Greene Academy are now being proposed for future development. In addition, the historic Bradford House has recently been acquired and will be promoted as a tourist attraction.

All the remaining counties in Region Twelve, except Butler, have T.P.A.'s which function on a county-wide basis. As might be expected, Allegheny County was the first to recognize the value of tourism and organized a Pittsburgh Visitors and Convention Bureau in 1935, which later was incorporated as a T.P.A. in 1963.

While the convention business has shown great tangible returns to the economy of the county, this organization is now preparing to embark on a program less restricted to this specialized aspect of tourism.

Sites such as the famous Fort Pitt Blockhouse on the Golden Triangle, which has attracted many visitors, prompted the T.P.A. to prepare and distribute brochures describing the historical significance of Pittsburgh. The city is now proposing to develop a visitors' center, similar to that in Philadelphia, and a

center for the arts which when completed will undoubtedly expand the tourist industry of the county. The T.P.A. is also cooperating with the Council for International Visitors, at the University of Pittsburgh, in an effort to provide guides, interpreters and other assistance to foreign visitors.

All Region Twelve's Counties, with the exceptions of Armstrong and Butler, have taken advantage of tourist promotion matching funds available from the State, as indicated in the following table.

Tourist Promotion Matching Funds
1961-1965

County	Year	Grant	Funds Used
Allegheny	1962-1963	\$ 5,595	\$ 5,595
	1963-1964	37,857	29,497
	1964-1965	35,000	26,809
Armstrong Beaver	1962-1963	7,000	7,000
	1963-1964	8,208	8,208
	1964-1965	8,484	8,484
Butler Greene-Washington	1962-1963	9,694	9,694
	1963-1964	10,010	9,912
	1964-1965	12,524	12,524
Indiana	1963-1964	1,000	1,000
	1964-1965	2,411	2,411
Laurel Highlands Assoc.*	1961-1962	20,000	20,000
	1962-1963	25,000	14,245
	1963-1964	17,982	17,982
	1964-1965	19,181	19,181
Region Twelve Total		\$219,946	\$192,542

* Composed of Fayette, Somerset and Westmoreland Counties

Source: Pennsylvania Department of Commerce

Although Armstrong County, unlike Butler, does have a county tourist promotion agency (incorporated in 1964) which is eligible to receive State Tourist Promotion Funds, these funds have not yet been used, either for planning or for program promotion. However, informal discussions are underway to determine the form of organization and type of program required. In the meantime, the Kittanning Chamber of Commerce has been promoting the development of Crooked Creek State Park and provision of better access routes to the Mahoning Dam.

The Beaver County T.P.A. is promoting Old Economy, an 80 acre reconstructed 19th century community which is maintained by the Pennsylvania Historical and Museum Commission. Similarly, the Laurel Highlands Association has created considerable interest in the reconstruction of historic Forts Ligonier and Necessity. In Indiana County, the T.P.A. is planning a "Kilowatt Capital" program to attract tourists to its new mine-mouth electric generating stations.

Although individual county experiences differ widely, the regional growth rate of overnight accommodations has been well under that of the State in recent years. The following table does not reflect, however, the improvements to existing accommodations or replacement of older units by new ones.

Overnight Accommodations By Number Of Rooms
1961-1965

County	1961	1965	Change	
			Numerical	Per Cent
Allegheny	13,187	13,454	+ 267	+ 2.0
Armstrong	321	346	+ 25	+ 7.8
Beaver	1,126	1,074	- 52	- 4.6
Butler	1,121	1,024	- 97	- 8.7
Fayette	1,549	2,040	+ 491	+31.7
Greene	286	234	- 52	-18.2
Indiana	421	491	+ 70	+16.6
Washington	1,472	1,469	- 3	- 0.2
Westmoreland	2,819	2,939	+ 120	+ 4.3
Region Twelve	22,302	23,071	+ 769	+ 3.4
Pennsylvania	110,749	116,917	+6,168	+ 5.6

Source: Pennsylvania Department of Revenue

Fayette County experienced the largest numerical (491) increase in new accommodations between 1961 and 1965, as well as the highest rate of growth. Most of these new facilities (312 units) were constructed in the Uniontown area, not too far from the recreation areas near Ohiopyle. In addition, Brownsville, along the Monongahela River, had an increase of nearly 100 units. Allegheny, Armstrong, Indiana and Westmoreland all showed small numerical increases, while the remaining counties experienced small declines. Four new motels recently completed in the vicinity of the City of Washington, strategically located near the intersection of Interstates 70 and 79, are now improving Washington County's previously rather static supply of accommodations.

In contrast to the trend in overnight accommodations new vacation homes have been constructed at a rate greatly exceeding the State's 80 per cent increase between 1950 and 1960 in all but Beaver and Westmoreland Counties. This demand for private family recreation from the Pittsburgh urban complex has stimulated a form of development in the surrounding less urbanized counties which can be expected to continue to grow.

Vacation Homes
1950-1960

County	1950	1960	Change	
			Numerical	Per Cent
Allegheny	972	1,779	807	83.0
Armstrong	391	923	532	136.1
Beaver	345	564	219	63.5
Butler	862	1,737	875	101.5
Fayette	606	1,329	723	119.3
Greene	54	235	181	335.2
Indiana	203	544	341	168.0
Washington	131	443	312	238.2
Westmoreland	1,410	1,957	547	38.8
Region Twelve	4,974	9,511	4,537	91.2
Pennsylvania	47,248	85,129	37,881	80.2

Source: 1950 and 1960 U. S. Census of Housing

There has been an increasing concentration of vacation homes in the southern and western portions of Butler County; especially in the area around Slippery Rock and Connoquenessing Boroughs. Some of this growth has occurred as a result of urban residents acquiring marginal farms to serve as recreation retreats. It is surprising to note that in Allegheny County a significant portion (34 per cent) of the vacation homes are located within the City of Pittsburgh. Eighty-six (86) per cent of the 604 vacation homes in the city are classified "seasonal", as compared to "occasional" or "second home" (largely used on the weekend or for short periods of time). This unusual phenomenon occurs throughout the entire Pittsburgh urbanized area, extending from Beaver County to Westmoreland County. Within this area there are nearly 1,600 vacation homes (seasonal, plus occasional) whose presence in this heavily built-up area defies ready explanation.

Intense seasonal home development has also been occurring in southwest Washington County, the Allison Park area in Allegheny County and the Youghiogheny Reservoir and ski areas in Fayette County. Both publicly and privately developed camp grounds have been established throughout the Region to cater to the rapidly increasing demands of urban residents for outdoor recreation facilities. Meadow Croft Farm in Washington and Fox Den in Westmoreland are examples of the privately owned facilities.

There are six historical sites in Region Twelve now being administered by Federal or State agencies: Fort Necessity, Searights Tollhouse, Bushy Run Battlefield, Fort Pitt Blockhouse, David Bradford House and Old Economy Village. Five more have been proposed for acquisition or preservation - Fallingwater, the site of the St. Clair House, Friendship Hill, the Hughes House and Stone House Tavern. The latter three are proposed for acquisition under PROJECT 70, and Fallingwater is now the possession of the Western Pennsylvania Conservancy. Private museum and historical groups are presently considering other projects for restoration and preservation including Greensburg Academy in Beaver County and the Meason House in Fayette County.

Evaluation Of Program

Region Twelve is fortunate to have a city capable of accommodating major conventions because these generate return visits, publicity, and increased business throughout the area. However, the Allegheny County T.P.A. may soon develop a more diversified tourist program. In the past the program has heavily emphasized convention business. However, the recent change in this emphasis may result in some county funds being set aside for tourist promotion and allow a greater use of State matching funds allocated to the county.

Though Butler and Armstrong Counties have not yet used tourist promotion matching funds, the Armstrong County T.P.A. has now incorporated and is planning to start its program during 1966. A carefully planned long-range program which identifies county goals and tourist attractions should insure the county its share of the important tourist industry.

The Laurel Highlands T.P.A. has a well established promotional program but needs to develop facilities and its tourist attractions according to a long-range plan. A very significant first step toward the formulation of a plan

has already been taken through the Bureau of Outdoor Recreation preparation of a recreation study for ARA entitled "Southern Laurel Highlands of Pennsylvania". Some of the recommendations are highlighted in the following chapter of this report. The Laurel Highlands Association may well represent the most logical agency to guide the implementations of the findings of this long-range plan.

County-wide subdivision regulations have already been adopted by all County Planning Commissions within Region Twelve which set minimum subdivision design standards for new residential areas. To insure more complete protection for the Region's recreational assets, local communities should also enact zoning ordinances and building codes to prevent construction of sub-standard vacation dwellings and haphazard development of scenic rural areas surrounding such tourist attractions as State Parks and historic museums. There is an important leadership role that the T.P.A.'s might assume at the local community level in securing such protection.

G. Open Space And Recreation

Existing Public Open Space

Region Twelve contains approximately 72,000 acres of State-owned forest, game, fish and park lands, or 25 acres per 1,000 people, compared to the current State average of 270 acres. The most intensely used facilities are the six existing State Parks: Point State Park in Allegheny County;

Crooked Creek in Armstrong County; Raccoon Creek in Beaver County; and Keystone, Laurel Mountain and Linn Run State Parks in Westmoreland County which provide the Region with only four and one-half acres of State park land per 1,000 persons. This is far below either the current State average of 15 acres or the generally accepted standard of 25 acres per 1,000 people. Thus, there appears to be a current deficit of about 59,000 acres of State park land in Region Twelve.

Such information as is available from the Bureau of Outdoor Recreation's Survey of 1964, suggests that local recreation acreage in Region Twelve is far below the desired standard of 15 acres per 1,000 people. While the survey covered all counties, only the municipalities of Penn Hills, Swissvale, Wilkinsburg, Braddock, Turtle Creek and Donora, Hempfield Township and Pittsburgh were surveyed. These nine counties and eight municipal governments owned approximately 14,500 acres of local park lands (an average of about 5 acres per 1,000 people).

Existing And Proposed Public Recreation Land (in acres)

County	Existing				Proposed			1
	State Forests	Fish and Game Lands	State Parks	Local	Fish and Game Lands	State Parks	Local	
Allegheny	---	1,312	2,36	11,142	---	---	6,369	
Armstrong	---	2,679	2,480	---	1,000	2,331	50	
Beaver	---	1,422	7,240	1,411	2	---	1,844	
Butler	---	4,063	---	---	1,500	18,054	905	
Fayette	14,777	1,247	---	413	300	24,292	1,268	
Greene	---	7,018	---	35	---	1,106	815	
Indiana	471	5,230	---	---	---	2,793	3,102	
Washington	---	5,975	---	254	1,060	1,500	5,803	
Westmoreland	5,839	9,528	2,800	1,058	200	6,901	5,188	
Region Twelve								
Totals	21,087	38,474	12,556	14,313	4,062	56,977	25,344	
Acres/1000								
Persons 2	---	---	4.4	5.0	---	21.5	12.2	

1. Using letters of interest submitted by local government units under PROJECT 70.
2. Using 1960 Census and State Planning Board's 1980 Projections

Proposed Development

The Pennsylvania Department of Forests and Waters proposes to acquire approximately 57,000 acres of land for the development of eleven new State Parks in Region Twelve. One of them, the 15,000 acre Moraine State Park in Butler County is already under construction. This park surrounding the 3,225 acre

Lake Arthur, will provide forest reserves, conservation areas, scenic nature trails and facilities for picnicking, camping, swimming, fishing and boating within one hour's drive from downtown Pittsburgh. The eight-mile-long reservoir with a shoreline of 40 miles will require the relocation of a portion of U.S. 422. An additional 1,100 acres of land will be acquired, along Pennsylvania Route 528, to provide a corridor between the Moraine State Park and the newly restored historic Old Stone House.

Additional new State Parks include Ryerson Station in Greene County; Buffalo Creek (only 30 miles from Pittsburgh) in Armstrong and Butler Counties; and the 18,500 acre Ohiopyle State Park in Fayette County. The site of Ohiopyle State Park is an outstanding natural area displaying examples of both mountain building and erosion processes as well as some unusual plant species. In addition, the park will include facilities for fishing, canoeing, picnicking, tent and trailer camping, nature trails and several scenic vistas.

The other proposed State Parks in Region Twelve include Yellow Creek in Indiana County (to be opened in 1967); Washington County State Park in Washington County; Hughes House in Greene County; Conemaugh Gorge in Westmoreland County and the 10,000 acre Laurel Ridge State Park located in Westmoreland and Fayette Counties.

Between 1953 and 1964, the number of people visiting the Region's State Parks increased by over 500,000 to 1.5 million. With the construction of the proposed new State Parks, it is anticipated that there will be well over seven million visitors annually by 1980.

Published by the American Medical Association
535 North Dearborn Street, Chicago, Ill.
Subscription price, \$5.00 per annum in advance.
Single copies, 15 cents.

Entered as Second-Class Matter, May 26, 1882.
Postage paid at Chicago, Ill., May 26, 1882.
Acceptance for mailing at special rate of postage provided for in
Postoffice Department, October 3, 1917.
Postpaid.

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In addition, the Corps of Engineers administers recreation facilities at four flood control reservoirs, ranging in shoreline length from 9 to 38 miles - Conemaugh, Loyalhanna, Mahoning Creek and the Youghiogheny River. These facilities annually attract an estimated 800,000 visitors. A fifth Corps facility at Crooked Creek is administered as a State Park by the Department of Forests and Waters.

The Pennsylvania Game Commission will use PROJECT 70 funds to acquire about 1,500 acres in Cherry and Washington Townships in Butler County for water fowl and upland game preserves. This site adjoins State Game Land #95 and will be fully developed by 1970. Another 900 acres located in East Finley, Morris and South Franklin Townships in Washington County will be acquired in order to expand existing Game Land #245.

The Pennsylvania Fish Commission's major acquisitions of land under PROJECT 70 will include the 200 acre Four Mile Run project in Westmoreland County; the eight acre Canonsburg Lake and 150 acre Harmon Creek projects in Washington County; and the 300 acre Dunlap Creek project in Fayette County.

Local government units throughout Region Twelve have responded to the opportunities presented by PROJECT 70 and have requested matching State funds for the acquisition of more than 25,000 acres of recreation land. These acquisitions would then increase the Region's local park lands to more than 12 acres per 1,000 people, still slightly below the recommended standard of 15 acres per 1,000 population. Of this total, about one-half has been proposed for acquisition by the various counties of the Region. Already, county projects totaling 8,100 acres in Beaver, Butler, Indiana, Washington and Westmoreland Counties have been approved by the State Planning Board.

The Western Pennsylvania Conservancy, with headquarters in Pittsburgh, has been the motivating force behind the conservation movement in this part of the State. This association has created interest in a number of projects through its studies, planning, and land acquisition, and has provided the nuclei of three new State Parks in Western Pennsylvania. Approximately 2,000 acres of land in the Slippery Rock Valley in Lawrence County were assembled over a period of years and conveyed in 1956 to the Department of Forests and Waters for its McConnells Mill State Park. Fifteen thousand (15,000) acres of land along Butler County's Muddy Creek Valley were also previously acquired by the Conservancy as the nucleus of the Moraine State Park, now under construction. Finally, 10,000 acres have been transferred by the Conservancy to the Department of Forests and Waters over the last five years for the development of Ohiopyle State Park in Fayette County. When completed, this park is expected to embrace almost 19,000 acres of unique scenic beauty, botanical, geological and historical interest.

In 1965, after years of study and planning, the Conservancy proposed the development of several new major State Parks involving sites in eight counties of Western Pennsylvania. The plans for these parks have been accepted and included in the PROJECT 70 program by the Department of Forests and Waters. Foremost among these is the proposed Laurel Ridge conservation area, which will feature a 57 mile hiking trail along the mountain ridge extending from the Conemaugh River near Johnstown to Ohiopyle. The importance of Laurel Ridge Park is that it marks the first effort to develop a system of interlocking recreation facilities based on a continuous dominant physical feature, whereas,

earlier projects have been confined to isolated individual sites.

The Region's next most promising subject for such a "systems" approach to recreation planning is the upper reaches of the Allegheny River. There is a danger that much of the recreation potential of the Allegheny River in Armstrong may be lost if the proposed Allegheny Valley Expressway, from Pittsburgh to Kittanning, is constructed before this river resource is thoroughly studied. This highway improvement can be expected to accelerate urban and commercial development all along the river with the prospect that many of the best potential parks and river access areas may be lost if the highway construction is not coordinated with long-range recreation plans. The Western Pennsylvania Conservancy may well be one of the two most appropriate regional agencies to provide leadership and assistance in preserving such prime river access areas from urban expansion. The Southwest Pennsylvania Regional Planning Commission which now coordinates public open space acquisition within its six-county area, could be equally influential in developing an Allegheny Valley recreation plan.

H. Public Health

Major Health Problems

Within Region Twelve at least three physical conditions exist which create potential health problems: the topography of the Region presents numerous situations where lack of atmospheric circulation in the valleys encourages air pollution; coal mining has resulted in wide-spread acid stream pollution; water table and geologic structure has in many areas created a saline ground contamination at depths below 100 feet. Each of these situations imposes its respective limiting influences on development in Region Twelve.

Acid pollution of the Region's water supply from coal mining is a continuing problem which increases each time a new shaft is drilled or a surface cut made without prior study of the topography and drainage. The exposure of sulphur bearing minerals in the coal mines to air and water forms a sulphurous acid solution which destroys aquatic life and contaminates water supply for both residential and industrial use.

The saline aquifers severely limit the availability of some ground water for human and industrial use and require the installation of public water systems in these areas.

According to the Pennsylvania Department of Health, inadequate community sewage treatment is a particular problem in the southern part of the Region. In Washington, Westmoreland, Fayette and Greene Counties there are as many as 94 municipalities (with an estimated population of 185,000) without proper sewage treatment facilities. Rapidly suburbanizing Westmoreland County has been noted for its sewage discharge problems. For example, North Huntingdon Township near Irwin, with a population of 27,000, has no sewer service at all. By contrast, Washington County, with similar problems, has taken corrective measures at the local level and, in the last two years, succeeded in eliminating the majority of its sewage problems.

Many former mining towns with company "wildcat sewers" (those not approved by the State Health Department) still discharge untreated sewage into local streams. Luzerne Township in Fayette County Jefferson in Greene County and Daisytown in Washington County are prime examples of this problem. Because of the economic plight resulting from the decline of the coal industry and relative isolation of these small mining communities the financing of sewer and water facilities places a great burden on the inhabitants.

Among the larger boroughs, Indiana, with about 15,000 persons, badly needs sewage treatment facilities since its untreated sewage is currently being discharged into Two Lick Creek which drains into the Corps of Engineers Conemaugh recreation reservoir. Nanor Township, near Ford City in Armstrong County, is an area where subdivision expansion has occurred faster than the extension of sewer facilities, creating a bad sewage disposal problem.

By contrast, the Beaver Falls Municipal Sewer System has been extended to include four surrounding townships with the borough in a cooperative effort to provide an economic solution to disposal problems in that area.

Many of Region Twelve's water supply problems concern the particular water quality requirements and treatment practices of industry. In Allegheny County, industry consumed approximately 60 per cent of the municipal water supply in 1959, and a major source of supply, for both residents and business, is the rivers of the Region.

The industrial users are often handicapped by pollution of a type seldom encountered in less developed areas. Thermal pollution results when stream temperatures are increased by the return of heated water from power plants and other industrial users. This problem is particularly prevalent in the heavily industrialized Monongahela Basin.

Surface river waters also tend to run high in calcium and magnesium throughout the year, and in sulfate and chlorides during the fall. Suspended calcium carbonate which causes hard water is especially prevalent during the fall and spring, except in the Upper Allegheny River where it is moderate. The presence of such a high chemical content prohibits the use of river water for boilers and for food and textile processing without major treatment.

Industrial water pollution problems in Region Twelve are rapidly being corrected. According to the Pennsylvania Department of Health, ninety per cent of the Region's industries have already installed, or are now planning their own industrial waste facilities.

The Jones and Laughlin Plant in Aliquippa (in Beaver County) was once considered a contributor to pollution on the Ohio River but has now corrected this through installation of treatment facilities. Sinclair Coppers Company, in Beaver County, is also currently adding treatment facilities. With this improvement in industrial treatment, the Sanitary Water Board is now expected to reclassify the Beaver River to require additional secondary sewage treatment by many municipalities now providing only primary treatment.

The Mahoning River, flowing into Pennsylvania from the Youngstown, Ohio area, has been the subject of U. S. Public Health Service concern since the pollution of this stream has resulted in municipal water supply problems for Beaver Falls. Interstate cooperation will be required in order to correct this problem.

A determined effort to control air pollution began with a smoke abatement program in the City of Pittsburgh in 1947. This was directed particularly at industrial smoke producers, domestic furnaces and locomotives. Further impetus was given to control efforts in 1948 when several deaths were attributed to a smog which accumulated and lingered in Donora for several days. Soon after this event, Allegheny County initiated its own program and is now administering county-wide controls. The change from coal to natural gas furnaces and diesel locomotives sharply curtailed air pollution from these sources but industrial air pollution remains an intermittent problem for the Region and prosecution by health officials is still occasionally necessary.

Coal refuse, dryers, and ash continue to cause a variety of problems in the Region, including: a burning coal refuse pile near Marianna, an industrial soot problem in Scottdale, and a dust problem caused by thermal coal dryers in Beaver. The Duquesne Power Company's electric generating plant at Elrama in Washington County has been largely successful in halting a fly-ash problem by replanting leveled ash piles to prevent their spread by winds.

An air pollution study of the Monongahela Valley is presently being undertaken by consultants for the Pennsylvania Department of Health. Another survey, released in 1962 by the U. S. Public Health Service, notes that Pittsburgh now produces less fine dust per square mile than nine of the eleven major cities tested. This change in the city's air pollution practices is a tribute to the successful implementation of its smoke abatement efforts.

Thirty-four out of a total of 50 sanitary land fill operations currently underway in Greene, Fayette, Washington and Westmoreland fail to provide proper daily compaction and covering operations. Regional health officers cite the lack of adequate regulations as the reason for their inability to enforce proper standards prior to appearance of demonstrable health hazards. It is also estimated that refuse storage, collection and disposal problems are found in as many as 20 recreational camps.

Allegheny County conducted an engineering study in 1962 in an attempt to solve its refuse problems, but protracted delays have postponed implementation of some of the report's recommendations. In 1965, the Borough of Crafton sued Pittsburgh in order to halt refuse dumping in their area. This action prompted Pittsburgh to establish a sanitary landfill in a strip mine near the airport which has subsequently proved quite successful.

Less difficulty in locating sites has been encountered in the outlying more rural counties where refuse disposal is not yet confronted with the intensity of trash production characteristic of the suburban periphery. However, some local dumping does take place wherever convenient embankments exist and this practice could increase quite rapidly as new highways add momentum to the prevailing process of metropolitan decentralization.

Existing and Proposed
Corrective Programs

While subdivision regulations have been adopted in all counties of Region Twelve, local health officials feel a need for strengthening the program of joint review and approval of new subdivisions by planning agencies. Current emphasis should, they feel, stress the development of com-

munity water and sewerage systems to avoid problems caused by small lot size, excessive slope, and poor soil drainage conditions.

Pittsburgh's metropolitan water facilities are somewhat fragmented, particularly when compared with the metropolitan sewer system, and create severe urban development problems. Funds for expanding these facilities are difficult to secure and the lack of cooperation between small water companies and expanding municipalities has led to several court cases in Washington County in which private water companies have been convicted for refusal to provide adequate water supplies to new subdivisions. By contrast, the City of Pittsburgh anticipates undertaking a \$7.3 million expansion of its water system which already serves 625,000 people.

The Allegheny County Sanitary Authority, established in 1960, provides one of the finest examples of comprehensive sewerage system planning in Pennsylvania. More than 70 municipalities in the county are cooperating in a \$120 million metropolitan system with its treatment facilities located at McKees Rocks on the Ohio River. Although Duquesne, McKeesport, and Clairton decided not to join this authority, they have since constructed or improved their own individual systems. In addition to these three communities, Donora and Monesson are planning a combined sewerage system to serve over 30,000 people in their area. When completed, these new facilities will eliminate the current practice of discharging raw sewage into the Monongahela River. Pollution of the Youghiogheny River Basin has been notably lessened in recent years by the enactment of subdivision ordinances and will be further diminished upon the completion of the planned sewage disposal system in Confluence. The Health Department is preparing a report on the Kiskiminetas, Conemaugh and Loyalhanna Rivers in an effort to identify current sources of pollution and improve those watersheds for water supply and recreational uses.

During the past two decades the quality of the Region's environment has undergone a remarkable change. A general public consensus has emerged which acknowledges the importance of programs designed to reclaim the Region's atmosphere and river waters. The historic poor environmental reputation of the Pittsburgh metropolitan area has been transformed as a result of many dynamic programs dealing with pollution. This change represents one of the prerequisites to effective metropolitan redevelopment and renewed growth throughout the entire Region.

I. Educational Programs

School District
Consolidation

All school districts in the State are undergoing a consolidation pursuant to the School Reorganization Law of 1961 (Act 561), as amended by Act No. 299, Session of 1963. The original law required that new districts be based upon a minimum 4,000 pupil average daily attendance, although in appeal cases a level of 2,500 pupils has generally been accepted. The new districts

are to be determined by a combination of such considerations as socio-economic factors, transportation, existing school buildings, existing districts and potential population change. Some of the benefits which are hopefully looked for are:

1. More logical alignment of attendance areas
2. Elimination of overcrowding and under-utilization of facilities
3. Greater economy of administration
4. More versatility in educational programs
5. Overcoming some of the current financial inequities which exist between the tax base of individual districts and the inability of some districts to provide sufficient funds.

It is the County School Board that delineates the new school districts in each county and after public hearings, submits these consolidation plans to the State Board of Education. These proposed districts will take effect in July 1966 if approved by the State Board of Education. In the meantime, appeals for retaining current districts may be made by the aggrieved districts to the County School Board and to the State Board of Education.

The redistricting proposals in Region Twelve will result in a substantial decline in the total number of school districts (from 408 to 115). The following reductions are scheduled for individual counties: Allegheny, from 105 to 46; Armstrong, from 33 to 2; Beaver, from 38 to 12; Butler, from 47 to 6; Fayette, from 38 to 6; Greene, from 9 to 5; Indiana, from 40 to 7; Washington, from 53 to 14 and Westmoreland, from 45 to 17. However, appeals are pending in Allegheny, Armstrong, Beaver and Butler Counties.

The redistricting process has not solved all the existing school problems. The most notable of these has been the delineation of some illogical attendance areas resulting from failure to fully take into account transportation routes, topography, tax base inequalities and municipal boundaries. For example, Kiskiminetas Township in the southeast corner of Armstrong County has been combined with South Buffalo and Gilpin Townships in the southwest corner of the county, and Buffalo Township in adjoining Butler County, thus establishing a split district omitting the intervening Parks Township. However, an appeal in this district is pending. A similar split district exists in Westmoreland County where Salem Township pupils are bussed through Hempfield Township to Greensburg for their secondary schooling. In Fayette County, students from three townships and two boroughs in the southeast corner of the county, as well as those from two townships in the northwestern portion of the county, must travel across parts of North and South Union Townships to attend secondary schools in Uniontown, which remains unconsolidated with its own immediate suburbs.

Nowhere within the Region has the present redistricting erased the social and economic divisions between central city and suburban schools. But at the borough level it has generally succeeded in reuniting these smaller municipalities with their own adjoining suburban townships in a manner which should remove many of the tax differential deterrents to future annexation, consolidation, or coordination of municipal services at this level of local government.

One disappointment in the school district reorganization plan for Allegheny County concerns the rejection by the State Board of Education of the County Board's recommendation that South Fayette Township be combined with several adjoining units. South Fayette Township, sparsely populated and financially distressed, appears to be a prime example of a district where association with more affluent neighboring school districts is essential if an adequate curriculum and school facilities are to be provided.

Local education officials express the belief that a reduction from five school districts to two would make the equalization of district tax bases far more practicable in Greene County. Market values of taxable real property now range all the way from \$12 million in the West Greene District to \$53 million in the Central Greene District. A similar preference for a four district division instead of the proposed fourteen was expressed by officials in Washington County.

Unfortunate as some of these technical shortcomings in redistricting may be in peripheral counties, it is in the heart of the metropolitan urbanized area that the Region's most sensitive educational crisis exists - perhaps best described by the title of the latest annual report of the Pittsburgh Board of Education, The Quest for Racial Equality.¹ The best description of this crisis is to be found in the Board's own words, noting that,

"The combination of poverty, racial discrimination, social isolation, and segregated housing has created deep and ugly scars in a land where we speak proudly of freedom and opportunity. Society has now turned to its schools and demanded, 'solve these problems'. We are told to correct the evils that have gone unattended for generations. And we are told to solve them now."²

The Board traces the gradual increase in the city's Negro population from eight (8) per cent in 1930 to 17 per cent in 1960 (note earlier chapter's 19 per cent estimate for 1963) and compares these figures for total population with nearly twice this rate of increase to 37 per cent among public school children, noting that the very rapid growth at parochial and private school attendance among the city's white children accounts for this marked difference.

After reviewing the many efforts now being undertaken to equalize educational opportunities, including: bi-racial staff recruitment and advancement, new school construction, the presentation of an "integrated society" viewpoint in instructional materials, the development of the "Team Teaching Project" in compensatory education, and pre-primary "Headstart" programs in deprived neighborhoods, a voluntary pupil transfer program from predominantly Negro to white schools, the use of special consultants in the field of school integration and exploration of the possibilities of clustering several neighborhood schools

¹ The Quest for Racial Equality in Pittsburgh Public Schools, The Annual Report for 1965, Board of Public Education, Pittsburgh, Pennsylvania

² Ibid. Page 16

in Educational Parks, the Board concludes that, "Forces largely beyond the control of the Board of Education, including desperate needs for housing and limited economic means among Negroes have contributed to an increase in the number of segregated schools (the proportion of Negro children attending schools with 80 per cent or more Negro enrollment increased from 9 per cent to 19 per cent between 1955 and 1965)."

"Racial integration", the Board adds, "is essentially a social and economic problem, not an educational problem. It is a problem that cannot be solved by the schools alone."³ And, one might note, viewing the Region as a whole and the differential rates of growth of white and non-white population between the central city and its suburbs, integration may also prove to be a problem which cannot be solved by the City of Pittsburgh alone. Until the non-white population has the financial resources to participate in suburban life, the city's search for integration may remain unattainable.

Long-range
Planning

Though no master plans for school district development are contemplated at the present time in Region Twelve, the State Board of Education may adopt a policy requiring all school districts to plan ahead. In the meantime, only those districts that wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Because local school districts have traditionally postponed acquisition of school sites until building needs become urgent, they have not taken advantage of this program, nor have they developed long-range plans. However, the Allegheny County Board of Education has been encouraging school districts to purchase future sites for school building construction to avoid increasing land acquisition costs. The lack of school district plans has hindered the determination of future enrollments and selection of sites needed for future construction. Many school boards are unable to finance the preparation of these plans.

Since all of Indiana County's present high schools have been constructed within the last ten years, there appears to be little interest in the acquisition of additional future sites. Education leaders in Westmoreland County are aware of the need for projections of future student population and are considering a program to determine their future needs. In Greene County, long-range expansion plans are generally available, at least for existing schools. The Washington County Planning Commission has cooperated with school officials in determining future pupil enrollments and preparing studies on technical school sites, although little advanced school site planning has yet occurred.

In Beaver County, however, there appears to be little cooperation, at this time, between the County Planning Commission and the school districts. It would appear that advanced site planning and acquisition could be accomplished through joint cooperation of district educators and county planners at great

³ Ibid. Page 10, 16

savings to the taxpayers of the Region.

Higher
Education

In the Legislative Session of 1963, the General Assembly passed the Area Vocational-Technical School Bill that established administrative procedures and financing for technical high schools. Throughout the Region, Business and industrial groups have promoted the development of this program. These groups

realize the need of a skilled labor supply to meet the increasing manpower requirements of new or expanding industry. Such training programs can help offset the drain on the skilled labor supply created by recent migration from the Region.

In Allegheny County two vocational-technical schools are currently in operation in addition to the Pittsburgh Public Schools Occupational-Vocational-Technical Program. At the present time, sites for two other planned vocational-technical schools in the county are being studied. With the addition of these two new schools, all but seven Allegheny County districts will be participating in the vocational-technical school program.

Fayette, Indiana and Greene Counties have each been approved by the State as attendance areas for individual county vocational-technical schools, while Washington County has received approval for two such institutions. Fayette County already has its school under construction, the other three counties hope to finish their schools during 1967.

Although, Beaver and Westmoreland Counties each has two vocational-technical schools there is some interest in expanding the number of schools in each county. However, the Beaver County School Directors appear to have little interest in additional institutions since two former schools, now closed, met with only limited success. Some of the difficulty with the Beaver County program stemmed from the local school district's failure to screen applicants adequately, thus requiring a lower quality curriculum with less emphasis upon specialized programs.

There are numerous colleges, with Region Twelve serving not only residents of the Region, but those from other areas of Pennsylvania and the United States.

The largest center of higher learning is the University of Pittsburgh with an enrollment of 15,374 students (about 9,000 full-time). Other institutions are listed on the following table, with their 1964 enrollments.

Enrollments For Institutions Of Higher Learning
1960 - 1964

Institution	County	Full-Time Enrollment	
		1960	1964
California State College	Washington	2,205	3,239
Duquesne University	Allegheny	3,104	4,399
Geneva College	Beaver	876	1,198
Indiana University of Pennsylvania	Indiana	3,115	4,658
Mount Mercy College	Allegheny	690	819
Point Park Junior College	Allegheny	892*	1,576
Robert Morris Junior College	Allegheny	1,404*	1,414
St. Vincent College	Westmoreland	845	840
Seton Hill College	Westmoreland	569	620
Slippery Rock State College	Butler	1,314	2,298
University of Pittsburgh	Allegheny	6,864	8,961
Washington and Jefferson College	Washington	756	816
Waynesburg College	Greene	1,031	1,018

* 1962 Data

Note: The following branches are located in Region Twelve: Indiana University of Pennsylvania in Kittanning; Pennsylvania State University in McKeesport and New Kensington; Slippery Rock State College in Butler and the University of Pittsburgh in Greensburg.

The recently published State Board of Education Report, Community Colleges in Pennsylvania, indicates several additional community colleges are feasible and might serve the needs of the Region. Both Beaver and Butler Counties have applied to the State Council for Higher Education for approval to establish community colleges in their respective counties. Butler County has already received approval. The proposed groupings suggested in the report, and their anticipated enrollments five years after the community colleges are established are shown in the following table.

Proposed Community Colleges And Enrollments

Potential Attendance Areas	Projected Enrollment
Allegheny County	9,000
Beaver County	1,000
Beaver and Lawrence Counties	2,200
Butler County	750
Fayette and Greene Counties	1,370
Fayette and Westmoreland Counties	3,000
Indiana and Armstrong Counties	800
Lawrence County	750
Washington and Greene Counties	1,370

Source: Community Colleges in Pennsylvania, R.R. Fields et al., 1965
State Board of Education

Sites for the five community colleges proposed for Allegheny County will be selected with the object of locating at least one institution within easy access of each area of the county, and each college's program will be designed to meet the needs of its area.

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Among the outlying counties some fear was expressed that a new institution in Westmoreland would duplicate facilities already available at the University of Pittsburgh's Branch in Greensburg, and some preference voiced for a single combined Beaver-Lawrence County college offering a wider program at a lower tax rate to more students rather than two separate established single-county institutions.

J. Transportation Planning

Existing Regional Highway System

Pittsburgh's early development as the major "Gateway to the West" was attributable to its location at the confluence of the Allegheny and Monongahela on the headwaters of the Ohio River. These rivers determined the location of early Indian trails and pioneer roads which converged upon the flourish-

ing young urban center of Pittsburgh.

Two of the Region's major east-west highways still follow the approximate alignment of historical colonial roads; the overland route from Philadelphia to Pittsburgh, known as Forbes Road, paralleled what is now U. S. 30, while to the south, the famous Cumberland Trail, terminating at Wheeling, has become U. S. 40.

With improved accessibility by overland trails from the east, Pittsburgh soon outdistanced its rivals, Buffalo and Wheeling, as a trans-shipment point for barging manufactured goods down the Ohio to the central Midwest and to New Orleans for trans-Atlantic shipping. However, when the Erie Canal and railroads were built, Pittsburgh began to lose some of its prominence as a major inland port.

As the numerous barge-oriented communities reached the limits of expansion within Pittsburgh's valleys, new urban growth appeared on top of the high plateau overlooking the older cities. This second phase of development soon generated additional roads across the plateau which provided faster communications between the older, partially isolated river towns.

Railroad lines extending into this part of the State generally followed stream valleys because of their more gradual slopes. However, with the exception of State Routes 18 and 28 which follow the Beaver and Allegheny Valleys, most of today's major highways cross the Region on the higher elevations of the Allegheny Plateau.

A system of radial highways now connects the ring of peripheral urban centers with Pittsburgh - U. S. 19 (to Washington and Waynesburg); Pennsylvania 51 (to Uniontown); U. S. 30 (to Greensburg); U. S. 22 (to Weirton, West Virginia); Pennsylvania 28 (to Kittanning); Pennsylvania 8 (to Butler) and Pennsylvania 65 (to Aliquippa and Beaver Falls). For decades these early roads have carried the bulk of the Region's traffic load, but the advent of the Interstate Highways, to be described later on in this section, has greatly reduced some of this congestion.

Three other major trans-regional routes provide an outer circumferential system 25-30 miles out from Pittsburgh. In the northern part of the Region, U. S. 422 serves as the major east-west highway connecting Butler, Kittanning and Indiana with Altoona to the east and the Youngstown area to the west. As noted earlier east-west U. S. 40, south of Pittsburgh, connects Wheeling, West Virginia, with Washington and Uniontown. The only significant north-south artery in the eastern portion of the Region is U. S. 119 which generally follows along the western slope of Chestnut Ridge, linking Uniontown, Greensburg and Indiana.

The most recent addition to the highway network in western Pennsylvania has been the Interstate System which has had a tremendous impact upon Region Twelve. This new system provides numerous high-speed limited access routes which now offer ready access to metropolitan Pittsburgh from areas both within and beyond the Region. The oldest segment of this network is the Pennsylvania Turnpike which provides a northern bypass of Pittsburgh for regional and interstate traffic, and the most direct highway route to points in the Midwest and Megalopolis. Of more local concern is the fact that, in conjunction with two other Interstate roads, it completes a system of inner circumferentials.

The other two arteries that comprise this "inner belt" are Interstate Routes 70 and 79. The latter, now under construction and referred to as the Erie-West Virginia Expressway, will pass through Pittsburgh's Golden Triangle and provide the major north-south highway for western Pennsylvania. This road will provide direct non-stop travel to the numerous recreation areas to the north. Interstate 70 now connects Wheeling with the New Stanton Interchange, south of Greensburg (one of the busiest on the Turnpike) and serves as the major southern bypass for Pittsburgh. This route provides very much improved access to the small towns along the Monongahela River, but is too far out from Pittsburgh (20 miles) to bring much relief to the inner metropolitan suburbs.

Interstate 76, the Penn-Lincoln Parkway, connects the Turnpike with Interstate 79 and carries much of the traffic from U. S. 22, U. S. 30 and the Turnpike destined for downtown Pittsburgh. As a result, this road is especially congested at peak load hours during the weekdays. In order to alleviate heavy traffic along Interstate 79, in downtown Pittsburgh, new limited access Interstate 279 is being designed to divert traffic around the central business district by crossing the Ohio River ten miles downstream.

Major Highway Improvement Proposals

As a first step in rounding out these Interstate Highways and creating a truly regional limited access highway network, substantial additional improvements have been scheduled in the State Highways Department's current Six-year Improvement Program. During this period, over \$336

million will be spent for the construction of more than 188 miles of new highways (mostly limited access) for Region Twelve. It is also proposed that \$38 million be spent for 33 additional miles of Development Highways in Indiana and Westmoreland Counties under the Appalachia Program. Due to high construction standards, rough terrain and high urban land costs, these 220 miles of primary urban and Appalachia highways are expected to cost approximately \$1.7 million per mile. Expensive as these projects are, they appear essential if the

Region's major transportation problems are to be overcome. The fact that Region Twelve, with 25 per cent of the State population, is scheduled to receive 26 per cent of total investment in new Pennsylvania highways during this six-year period, may be taken as some indication of official recognition of the priority requirements of the State's metropolitan areas' growing transportation crisis.

Appalachia funds are to be used to extend the limited access portion of U. S. 22, west from Ebensburg (Cambria County) to New Alexandria and the Greensburg Bypass. Although not part of the Appalachian System, U. S. 119 is scheduled for improvements as a four-lane bypass around the Borough of Indiana. This route will be extended to a point approximately five miles north of the borough. The Route 119 Association, in Indiana Borough, would like to see this highway eventually improved as far as its junction with the Keystone Shortway near DuBois.

The proposed four-lane limited access Allegheny Valley Expressway is to be extended from its present terminus at Blawnox on State Route 28 to Kittanning, paralleling the Allegheny River for nearly forty miles. Several segments of the road will be constructed during the next six years. In addition, both north-south and east-west bypasses are to be built around Kittanning where Routes 422 and 28 intersect. When completed, the Allegheny Valley Expressway will provide faster commuting to the center of Pittsburgh and will undoubtedly encourage rapid urbanization along this now relatively undeveloped, scenic river valley. Pittsburgh would like to see this road extended to Brookville (Jefferson County) to provide the metropolitan area with a second link to the Keystone Shortway and reduce travel time to recreation areas in the northern part of the State.

Further west, the State Highways Department proposes to widen an additional eleven-mile segment of U. S. 8 to a four-lane highway north of Butler. Regional proponents of this highway hope to see such improvement extended eventually as far as Venango County in order to reduce travel time between Pittsburgh and the recreation areas of Venango, Forest and Warren Counties. According to the Highways Department, six additional portions of the highway in Venango County are now scheduled for improvement in the Six-year Improvement Program.

One of the most dramatic highway improvements proposed by the State Highways Department is a second major limited access facility paralleling Interstate 79 to the west which will provide more direct access between Pittsburgh and the urban centers along the Ohio, Beaver and Shenango River Valleys. This highway would connect with Interstate 279 (bypassing downtown Pittsburgh to the west) and U. S. 22. The latter route is scheduled for limited access extension from the Allegheny County line as far as Weirton, West Virginia.

Meanwhile, in Fayette County the principal concern has been the lack of major east-west highways. Although the Highways Department's Six-year Program will provide a new six-mile segment connecting U. S. 119 with the Turnpike at the New Stanton Interchange and a western bypass around Uniontown for Route 119 and Route 40 traffic, it has had to defer for the time being the county's hopes for a major improvement to State Highway 21 which links Uniontown with Waynesburg across the upper Monongahela. Finally, Fayette County is promoting

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the development of a Laurel Mountain Scenic Highway as a stimulus to its tourist industry.

Other Transportation
Facilities

In addition to the highways just discussed, the Pittsburgh area is served by numerous railroads. The most important of these are the Pennsylvania, Pittsburgh and West Virginia, Baltimore and Ohio and the Pittsburgh and Lake Erie (feeder line of the New York Central). Pittsburgh also contains

numerous operating terminals for many major common motor carriers. Other terminals are scattered throughout the Region, especially in Greensburg, Washington and Beaver Falls. To service this motor and railroad traffic there are countless warehouses located in Pittsburgh and other smaller municipalities in the Region.

River transportation is also important within the Region because the Ohio and Monongahela Rivers are navigable along their entire course in Pennsylvania. The Allegheny River is navigable as far as Brady's Bend in northern Armstrong County, a distance of about 70 miles from Pittsburgh. Along these waterways, coal, industrial chemicals and other basic raw materials are transported by barge between steel mills and other industrial plants. There is also an increasing out-of-State trade with ports along the Ohio and Mississippi Rivers to the Gulf of Mexico, thus providing Pittsburgh with cheap transportation to large markets in other parts of the nation. The greatest tonnage moving along the Monongahela River is coal and the locks on this river are being enlarged to handle longer coal barge trains from the coal mines in Greene County to the coking ovens near Pittsburgh.

To extend this inland waterway system, the U. S. Corps of Engineers has proposed building a two billion dollar canal 20 miles west of the Pennsylvania State line connecting Lake Erie with the Ohio River. Proponents of the plan suggest that such a canal would cut transportation service costs for both the Pittsburgh and Youngstown metropolitan economies. Opponents maintain that the prospective benefits bear no reasonable cost-benefit relation to the investment required; that the resulting subsidized water transport would seriously harm current railway services and that Youngstown's steel industry would be disproportionately benefited at the expense of Pittsburgh. The Pennsylvania State Planning Board has recommended that this project be re-examined.

Pittsburgh has kept pace with the times by becoming a major air traffic center. Within the last five years the sale of small executive aircraft has grown to such an extent that the availability of adequate general air cargo ground facilities has become an industrial development prerequisite. While each county in Region Twelve has its own airport, the facilities are generally too limited to accommodate large carrier aircraft. However, Allegheny County Airport, with longer runways, already serves as the major regional base for larger executive aircraft, and is expanding its runways to accommodate the latest generation of executive jets. Carrier planes use the Greater Pittsburgh Airport where more than ten commercial airlines and numerous feeder lines serve the Region. In fact, the City's airport actually handles more passengers (from 3 to 4 million annually) than does the Philadelphia International Airport. Like other metropolitan airports, the Greater Pittsburgh Airport (30 minutes from downtown Pittsburgh) can already accommodate large jet airliners, but is planning to expand the present runway to 10,000 feet to handle additional jet traffic.

Effect of Transportation
Improvements on Future
Regional Development

In recent years the City of Pittsburgh has become more accessible as a result of the construction of its many new expressways. Traffic also finds it easier to bypass the city, both to the north and the south, because of the newly constructed Interstate Highways.

Paradoxically, these new roads have created new problems of overcrowding. Many local residents have altered their past driving patterns to take advantage of these high speed facilities, and this induced traffic has generated new traffic congestion during peak rush hours which can be met only by a better balance of highway and rapid transit planning.

Although the Pittsburgh Area Transportation Study (PATs) prepared by a small section of the State Highways Department staff, conducted research and published their findings in 1963, the study was largely limited to identification of future major highway access corridors into Pittsburgh. However, plans now call for the Southwestern Pennsylvania Regional Planning Commission to absorb the small PATs staff and undertake a six-county transportation study. This study, which may take four or five years to complete, will cover all facets of transportation, including mass transit and air traffic.

The need for a mass transit system has already resulted in the recent consolidation of private bus and trolley lines in Allegheny County under the Pittsburgh Port Authority. Unable to wait for the Southwestern Pennsylvania Regional Planning Commission's six-county study, the Port Authority has hired a transportation consultant to complete a mass transit study in two years, using PATs data for an area covering most of Allegheny County. Recommendations will be made to the Port Authority on the feasibility and best method of establishing a mass transit system for metropolitan Pittsburgh.

While various studies of the Pittsburgh area are under way, residential, commercial and industrial development continues to decentralize outwards along the diverging radial highways. In a preliminary study, the Southwestern Pennsylvania Regional Planning Commission has proposed that this radial pattern be accepted as the logical pattern of future regional growth, but that local development controls insure that the population density of these developed corridors be kept high enough to support a mass transit system. With a network of radial highways, reinforced by a rapid transit system, quick access to the central city could assure the continued development of Pittsburgh's Golden Triangle as the business, tourist, convention and shopping center of Region Twelve.

The realization of such a pattern of future regional growth depends, however, upon concerted local government action now. The experience of other metropolitan centers, such as Washington, D. C., not only confirms the rationale of the radial corridor for 20th century development, but also illustrates the inevitability with which natural urban growth tends to fill the intervening open lands between these corridors with undifferentiated urban sprawl. Such a process is already under way in Pittsburgh, and were it to continue unchecked, its first victim might be the visual and social identity of the Region's many individual urban communities.

K. Central City Planning

Central City Development Trends

A sample of ten significant urban centers examined in Region Twelve includes Pittsburgh, Aliquippa, Beaver Falls, Butler, Greensburg, Indiana, Kittanning, New Kensington, Uniontown and Washington. The development trends for these communities are shown in the following table and described in the

succeeding paragraphs.

Urban Center Development Trends

	Population 1960	Population Change 1950-1960	Deteriorated & Dilapidated Housing Units - 1960
Aliquippa	26,369	+ 237 (+ 1%)	1,268 (17%)
Beaver Falls	16,240	- 1,135 (- 7%)	727 (14%)
Butler	20,975	- 2,507 (-11%)	1,624 (23%)
Greensburg	17,383	+ 460 (+ 3%)	755 (13%)
Indiana	13,005	+ 1,262 (+11%)	628 (16%)
Kittanning	6,793	- 938 (-12%)	758 (32%)
New Kensington	23,485	- 1,661 (- 7%)	1,922 (24%)
Uniontown	17,942	- 2,529 (-12%)	1,159 (19%)
Washington	23,545	- 2,735 (-10%)	1,716 (22%)
Total	165,737	- 9,546 (- 5%)	10,557 (19%)
Pittsburgh	604,332	-72,474 (-11%)	43,400 (22%)
Grand Total	770,069	-82,020 (-10%)	53,957 (22%)

Central City Development Trends

	Real Property Change (millions) 1960-1964	Manufacturing Job Changes 1957-1964	Retail Sales Change (Millions) 1958-1963
Aliquippa	+\$ 2.1 (+2%)	- 1,179 (- 8%)	+\$ 0.5 (+ 1%)
Beaver Falls	-\$ 0.6 (-1%)	- 1,245 (-43%)	+\$ 7.6 (+21%)
Butler	-\$ 0.5 (-1%)	+ 532 (+ 8%)	+\$12.7 (+25%)
Greensburg	+\$ 1.2 (+2%)	- 1,248 (-54%)	+\$10.3 (+19%)
Indiana	+\$ 2.8 (+7%)	+ 47 (+15%)*	+\$13.0 (+46%)
Kittanning	-\$ 1.1 (-5%)	- 121 (-29%)*	+\$ 3.6 (+16%)
New Kensington	-\$ 1.8 (-2%)	- 2,355 (-38%)	+\$ 4.8 (+12%)
Uniontown	+\$ 0.3 (+1%)	- 486 (-35%)	+\$ 8.1 (+16%)
Washington	+\$ 2.7 (+5%)	- 739 (-22%)	+\$11.1 (+19%)
Total	+\$ 5.2 (+1%)		+\$71.8 (+19%)
Pittsburgh	-\$47.1 (-2%)	-17,458 (-25%)	-\$10.0 (- 1%)
Grand Total	-\$41.8 (-2%)		+\$61.8 (+ 5%)

* Measured change between 1961 and 1964

Pittsburgh, the State's second largest city with a population which still exceeds one-half million, thoroughly dominates any central city analysis of Region Twelve. The city's massive out-migration has been paralleled by a number of other negative development trends. Between 1950 and 1960, Pittsburgh experienced a population decline of 72,500 (11 per cent), and intercensal estimates indicate that this loss has accelerated since 1960 with a further drop by

1963 of 35,300. Much of this decrease represents the movement of the more affluent young white population to the suburbs, leaving the city with a heavier concentration of low-income, aged and minority groups requiring greater welfare services. As noted earlier, the ratio of non-white population increased from 14 per cent in 1950 to 19 per cent in 1963.

Within Pittsburgh, the proportion of dilapidated and deteriorating housing remains high (22 per cent) and the problem of obsolescence is aggravated by the inability of the city's poor to afford essential maintenance or provide a market for new construction. Urban renewal is resulting in construction of over 5,000 new housing units, but relatively few of these are low-income public housing. And, the considerable number of large older homes made available by suburban migration is beyond the means of those with the most serious housing needs. Even though 1,100 new private housing units have been made available on an open-rental basis near the fringe of the city's Negro neighborhood, their \$108 monthly rent has restricted Negro occupancy to less than a dozen units.

The exodus of large segments of the population has contributed to a decline of some \$10 million in the city's retail sales between 1958 and 1963. As the population has shifted to the suburbs, commercial facilities have followed and these new suburban shopping centers are now capturing an ever-increasing segment of the metropolitan area's sales. Pittsburgh is the only urban center among the ten examined in Region Twelve to experience this decline.

Manufacturing employment in Pittsburgh has also undergone a significant reduction in recent years. Between 1957 and 1964, the city lost about 17,500 jobs (a 25 per cent decline). The lack of land for expansion of existing plants has hindered new growth and frequently contributed to the migration of industry from the city to suburban areas. The urban renewal process, however, is now providing industrial development agencies with the opportunity to acquire land for new industrial parks and industrial sites within the city.

The declines in retail sales, manufacturing jobs and population, coupled with deteriorating housing and the changing income structure of the population has adversely affected the city's tax base in recent years. Although the City of Pittsburgh has experienced a continuous year-to-year drop in the estimated total market value of its taxable real property, amounting to \$47 million between 1960 and 1964, this 2.2 per cent decline is considerably less than the estimated 7.5 per cent population decline for the same four-year period. Considering the scale of the problems confronting Pittsburgh, the decline in tax base might have been far more serious were it not for the skill of its planning and urban renewal programs.

To varying degrees, these same problems confront the Region's nine other outlying urban centers. Only three of these, Aliquippa, Greensburg and Indiana, experienced population gains during the 1950's and Greensburg's growth is attributable to annexation. Both Aliquippa and Greensburg are estimated to have lost population since 1960. The Borough of Indiana's growth, however, was substantial and is probably still continuing today.

The proportion of dilapidated and deteriorating housing averaged 20 per cent for these nine communities, ranging from a high of 32 per cent in Kittanning to the relatively low proportion of 13 per cent in Beaver Falls

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and Greensburg. Retail sales increased in all nine communities between 1958 and 1963, with Indiana and Butler leading the Region with gains of \$13 million each. While Aliquippa had only a minor one per cent increase in sales (its suburban Hopewell Township and most other Ohio River south bank communities in Beaver County declined) all of the eight other centers enjoyed gains of 12 per cent or more.

With the exception of Butler and Indiana, all of these urban centers have experienced a drastic reduction in manufacturing jobs in recent years. In four of these towns, local industrial jobs have fallen by more than 1,000 - a loss which has reduced Greensburg's total by more than half. As noted in the earlier chapter on Economic Trends, these losses have usually been more than compensated for by new industrial growth in adjoining suburban townships, whose rapidly increasing tax base now supplements the rather static or declining real property values of these smaller urban centers in the new consolidated school districts.

Planning and Development Programs

Over the years, Pittsburgh has developed effective leadership in meeting the many social and economic problems confronting a community of this size. In 1943, with the help of industrial and educational leaders, a non-partisan, non-profit and privately financed organization, known as the Allegheny Conference On Community Development was created. Through the efforts of this association, the smoke abatement program has reduced the city's air pollution by over 88 per cent, and achieved an estimated annual savings of \$41 per person in laundry and cleaning bills. Flood problems were tackled by the Conference with the result that flood protection dams have been built by the Corps of Engineers which have greatly reduced flood crests on the Allegheny and Monongahela Rivers. The improvements made by these two programs - air pollution and flood control - stimulated a whole series of additional city renewal projects. The removal of the threat of floods made feasible the 25 mile-long Penn-Lincoln Parkway and the Point Park and Gateway Center Projects.

The Pittsburgh Urban Redevelopment Authority was established because of interest expressed by the State for the development of a Point State Park (36 acre site) and the development of an adjoining 23 acre site by the Equitable Life Insurance Society. With its powers of eminent domain, the Authority acquired the land, resettled the residents and cleared the structures (financed with State, city and private funds, prior to the birth of the Federal urban renewal program in 1954). By 1965, the original investment had increased the assessed valuation of the 59 acre tract, from \$7 to \$44 million, even though the 36 acre State Park provides no tax revenue.

Since the origin of the Federal program, the City Planning Commission (established in 1919) has certified 17 city urban renewal projects encompassing more than 1,000 acres. Nearly 4,200 of the 5,000 families living in the project areas (approximately 18,000 persons) have been relocated. In place of the older structures torn down, nearly 1,400 new housing units have been completed and another 4,000 are proposed. These should substantially alleviate Pittsburgh's critical need for lower-middle income housing.

In addition to housing, urban renewal projects have provided the city with new civic facilities, new industrial employment and the judicious blending of several land uses in a planned development district. Both the city's new \$20 million auditorium in the Lower Hill District and 2,000 of today's manufacturing jobs owe their existence to land assembled and cleared by the Pittsburgh Urban Development Authority. The latter achievement was preceded by the establishment in 1964 of a Land Reserve Fund which has already cleared 458 acres for industrial expansion in six urban redevelopment projects. The \$65 million Allegheny Center now nearing completion on the Central North Side combines a 13 acre two-level shopping plaza atop a 3,000 car parking garage with professional office buildings, 1,550 residential units, and new highway construction which will make this major in-town shopping center attractively accessible to the suburbs.

In the rest of Region Twelve, smaller urban centers have also undertaken numerous urban renewal programs but appear to have neglected the task of preparing comprehensive city plans. McKeesport, however, has a planning commission, a comprehensive plan and an active redevelopment authority. In addition, the city provides the primary leadership in the Mon-Yough Conference on Community Planning, a group of dedicated community leaders who have been promoting community development in the southeastern portion of Allegheny County since 1957. Perhaps for this reason, the McKeesport Redevelopment Authority has been very active in negotiating a major relocation of the railroad that now bisects its central business district to a new right-of-way outside the city. Success in this endeavor would permit the City's Redevelopment Program to proceed with plans for renewing 211 acres of the central business district. Further upstream along the Monongahela River, the City of Monessen is also planning an ambitious ten-year redevelopment program which will ultimately affect as much as half of the city's area and nearly all of its central business district.

Planning and redevelopment programs are also under way in most of the Region's county seats whose major goal is also that of upgrading their central business districts - the traditional source of a large portion of the city's real estate tax revenue. Redevelopment authorities in these smaller centers now require firm agreements with potential redevelopers before proceeding with the execution of their projects. This caution may have been inspired by the problems encountered by Allegheny County in disposing of cleared sites in four of its early projects.

Although the Allegheny County Redevelopment Authority is now moving ahead on projects, its previous difficulty in site disposition may still be hindering its promotion of a satellite city between 15,000 and 30,000 population. This community would be located west of Pittsburgh between the city and the Greater Pittsburgh Airport, abutting the Penn-Lincoln Parkway and Washington-Warrendale Expressway in Collier Township. Though located within only twelve minutes driving time from downtown Pittsburgh, the 6.6 square mile site offers many development problems, relating to strip mining, steep slopes, subsidence and lack of sewer and water facilities. Federal officials are reported as being skeptical of the practicability of as large scale a project as this Collier New Town, and Pittsburgh has expressed its concern that unless the project included a sizeable proportion of low-rent public housing, its net effect might be to further reduce the city's proportion of middle income white residents.

Central City Program
Evaluation

Although Region Twelve has been reasonably successful in physical, environmental and economic redevelopment, these achievements are being jeopardized by comparative failure in the social field. Throughout the Region, older urban centers are losing many of their traditional economic functions

and, in the process of assuming the new role of social welfare agencies catering to the needs of the Region's poor, ill-educated, unemployed, aged and generally disadvantaged, are acquiring the mirror-image characteristics of contemporary suburbia. Nowhere in Region Twelve has this process proceeded further than in Pittsburgh itself where, to the already manifest differentiation of social life, has been added the sensitive issue of race.

In the manner of other American Metropolitan cities, Pittsburgh has always given the cosmopolitan appearance of being a federation of many ethnic communities, but today's emergence of a Negro Pittsburgh differs from earlier precedents in two respects: a consciousness of rejection by the wider community and a vocal demand that the city "do something" about existing patterns of de facto segregation. It may be that, as the Board of Education observes: "No map has yet been made to show the integration route....no unified city-wide mechanism (exists) for the concerted attack on racial segregation, and all parties, concerned with their own field, are acting separately and without over-all, unified direction."*

But the essential fact to record may be the simple truth that all parties in Pittsburgh's public and private life are indeed beginning to act in response to this contemporary challenge. What must be stressed is that the challenge of "integration" is by no means confined to race relations, difficult as this aspect may be. It also embraces a multiplicity of efforts all directed towards re-integration of a community whose spatial mobility has rendered traditional municipal boundaries technologically obsolescent. In the field of education this re-integration has taken the form of school district consolidations which reunite the Region's urban centers and suburban townships; in the field of municipal finance, it has taken the form of wage taxes on the suburbanites' city earnings (reducing the proportion of Pittsburgh's total revenues derived from real estate taxes from 54 per cent in 1959 to 45 per cent in 1965); in the field of planning, it is producing a new emphasis upon county-wide and regional development coordination.

L. County And Regional Planning Programs

County Planning In
The SPRPC Area

Thirty years of metropolitan growth problems around Pittsburgh early led to the creation of the Allegheny County Planning Commission in 1940. Since then, all of the other eight counties in Region Twelve have organized their own planning commissions. Most of these have by now adopted county subdivision regula-

tions and five have completed comprehensive county plans. In addition, there is the Southwest Pennsylvania Regional Planning Commission, established in 1962 as a result of the efforts of the Allegheny Conference. Six of the counties in Region Twelve are represented in this regional commission whose purpose it is to conduct such research as is required for the preparation of a regional plan expressing the common goals of this 4,500 square mile, Connecticut-sized metropolitan area.

* The Quest For Racial Equality-Board of Public Education Annual Report for 1965

The Southwest Pennsylvania Regional Planning Commission includes the counties of Allegheny, Washington, Westmoreland, Beaver, Butler and Armstrong. Only the first two of these have county planning staffs of more than three people. Allegheny, with a staff of 24 divides its time between providing local planning assistance and working with a consultant on the preparation of a comprehensive county plan. The county plan, scheduled for completion in 1967, includes the following elements: economic development and market requirements for land use; county facilities; transportation; drainage basin and flood plain analysis; sanitary sewerage; water supply and service; parks and open space; soils and physiography. The major thoroughfare element of the transportation plan is already nearing completion and this, as well as all other components, are designed to take advantage of SPRPC's region-wide planning work program.

Much of the staff's time is devoted to maintaining professional contact with the 66 municipalities which already have local planning programs, and providing planning advisory service to those of the remaining 63 municipalities who can be persuaded to establish their own new programs. The staff also administers the county subdivision regulations. It is interesting to note, in this respect, that the drastic decline in local land development (the number of subdivision lots reviewed by the county declined by two-thirds, from 6,500 to 2,200, between 1959 and 1963) appears to have been reversed in 1965.

County Planning - 1965
(year programs completed)

Planning Commission	Established	Comprehensive Plan	Subdivision Reg. Adopted	Zoning Ord. Adopted
Allegheny County*	1940	1967 TD	1952	Not Proposed
Armstrong County*	1958	1964	1958	Not Proposed
Beaver County*	1945	1943(a)	1950's	1958 (b)
Butler County	1960	1965	Prior to 1964	Proposed for part of County (c)
Fayette County	1957	1962	1957	1963
Greene County	1956	1964	Prior to 1964	Not Proposed
Indiana County	1959	1966 TD	1962	Not Proposed
Washington County*	1960	1969 TD	Prior to 1961	Proposed for part of County (d)
Westmoreland County*	1957	1969 TD	1958	Not Proposed

(a) Updated comprehensive plan in 1965

(b) Abolished in 1966

(c) Zoning around Moraine State Park

(d) Zoning proposed for area around New County Parks

* County Members of Southwestern Penna. Regional Planning Commission
Established in 1962

TD Target Date

Source: Field Interviews

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One of the most valuable contributions of Allegheny County's planning service has been in the field of education where the planning staff is assisting Plum Borough in a comprehensive school site study and the County School Superintendent in the evaluation and selection of sites for two new vocational-technical high schools. The planning staff has also provided professional evaluation of the practicability and zoning implications of expanding the Allegheny County Airport.

Washington County's ten-member planning staff is also engaged in the data collection and analysis phase of their comprehensive county plan program. One of this staff's most timely projects has been its preparation of site development plans for the two new county parks being acquired with PROJECT 70 funds. To protect this public investment in recreation, the planning commission has proposed that a county zoning ordinance be enacted to control land development in those private lands surrounding these parks. To simplify the task of local municipal planning, the county planning staff has delineated Washington County into a number of sub-regions and persuaded many of the municipalities to present joint regional applications for Federal urban planning assistance funds. Under an arrangement with the Bureau of Community Development, the county staff supervises the work of the consultants for these municipalities, thus reserving most of their own time for completion of their primary objective, completion of a comprehensive county plan.

Westmoreland, the largest of the suburban counties in land area and population, and the only one not experiencing a recent reversal of population growth, contains both some of Pittsburgh's most rapidly growing suburbs and the still almost untouched rural Ligonier Valley. A brief reconnaissance study of the county will be undertaken by its new planning director to identify these problems which should receive most attention in the succeeding comprehensive plan work program. The planning commission has already collaborated with the recently established county recreation commission in identifying 1,900 acres of land throughout the county for long-term park development. The county has appropriated \$500,000 for park acquisition and Westmoreland's application for PROJECT 70 funds for its first 400 acres was the second county application (after Bucks County) to be approved under this program.

In rural Armstrong County, the existing comprehensive plan will be augmented by additional studies of open space and recreation, regional sewer and water facilities, strip-mine reclamation and the development of a sub-regional approach to local municipal planning. The planning commission already enjoys a close working relationship with the county industrial development organization and airport authority and was instrumental in the recent establishment of a county recreation commission (October 1965). The planning commission already administers county subdivision regulations, but believes that preservation of such scenic areas as Brady's Bend Gorge, along the Allegheny River, will require zoning protection.

The attractive new planning director in Butler County has just completed that county's comprehensive plan and is now preparing a county zoning ordinance designed to provide protection from haphazard development around Moraine State Park. Prior to her arrival, the County Planning Commission had already organized sub-regional local planning commissions in the rapidly urbanizing southeastern and southwestern portions of the county, and it is anticipated that additional regional planning groups will be formed as development spreads

northward. An unusually harmonious working relationship between planners and industrial developers is assured by the ex-officio presence of the County Planning Commission Chairman on the Butler County Industrial Development Corporation Board.

The comprehensive plan for Beaver County has recently been updated by a planning consultant, and the small three-member county staff devotes most of its time to administering county subdivision regulations and providing local planning assistance. One of the most unusual features of this county's planning program has been its linear county zoning ordinance which provided land use controls to a depth of 300 feet on both sides of State Highways 18 and 51. This 1958 ordinance was repealed last year because of inherent administrative difficulties and is being replaced with the more traditional municipal ordinances. Currently, much of the county planning director's time is devoted to administering the Youth Corps Program for Beaver County.

Southwest Pennsylvania Regional
Planning Commission and
Pittsburgh Regional Planning
Association

Prior to the establishment of the Southwest Pennsylvania Regional Planning Commission, the Pittsburgh Regional Planning Association, a non-profit agency, had been providing local planning services at cost.

During the past twelve years, the Association has completed 13 master plans covering 24 municipalities, 9 special planning studies including the Golden Triangle and Oakland Plans, 8 urban redevelopment projects and 19 zoning and subdivision ordinances. Altogether, nearly 40 per cent of all the comprehensive planning studies completed in Allegheny County have been prepared by the Association's staff.

Since the formation of the Southwest Pennsylvania Regional Planning Commission in 1962, the Association has re-defined its function as that of providing local planning assistance within the six-county area with a somewhat greater emphasis upon regional planning than in the past. The fact that the Association and the Regional Commission share the same administrative and technical planning staff is sometimes confusing, but immensely practical. Most important, this duality offers one of the few available means by which coordination can be sought between individual community plans and regional plans under circumstances in which no metropolitan government can fulfill this task. The membership of one county commissioner and citizen member from each of the six counties in the Regional Planning Commission and participation of all six county planning directors in the Commission's Technical Planning Committee are also means to this same end.

The Regional Commission's staff has already prepared four major studies: Physical and Man-made Features; the State of the Region Message; Land for Industry and Alternative Regional Development Patterns. The latter project included a rather ingenious attempt to provide some measure of qualitative and quantitative evaluation of the advantages and disadvantages of various forms of future regional growth. Of the alternatives examined, that combining some measure of county seat growth with linking radial corridors to the central city appeared most economical in services, open space, need for new legislation and transportation.

At the behest of the Regional Industrial Development Corporation (and 50 per cent matching fund assistance of the Pennsylvania Industrial Development Authority) the Regional Association has undertaken the preparation of a definitive, four-volume analytical study of the past, present and future economy of the six-county region published under the titles: Portrait of a Region; Region in Transition; Region with a Future and the Summary Volume, At the Forks.

All these previous studies are merely preliminary to the major task now being undertaken by the Southwest Regional Planning Commission; the preparation of a Regional Land Use and Transportation Plan, incorporating the findings and staff of the earlier Pittsburgh Area Transportation Study, but extending the geographic coverage to the entire six-county area and the subject coverage to include not only all forms of transportation as a single system, but also an integration of land use and economic development with transportation. It is expected that the Regional Commission's staff will be increased from the current 25 persons to 68 by the end of 1966, and that this study will extend over several years with substantial financial contributions from HUD, BPR, and the local communities.

Peripheral County Planning Programs

On the outer rim of Region Twelve are the three additional counties of Greene, Fayette and Indiana. Because these counties have not yet been as directly affected by Pittsburgh's suburban growth as the inner six, they were not included in SPRPC's planning region, though it is pertinent to note that the

first two are members of the Regional Industrial Development Corporation. They have been included in Region Twelve because their external economic ties with Pittsburgh's SMSA are already stronger than with any other region and it is expected that with the completion of Interstate, Appalachia and State Six-Year Highway Programs, this interdependence will become a major factor in their future development.

In rural Indiana County, the small county planning staff of four has contributed one-third of the technical services required in completion of the first phase of their comprehensive plan, with a consultant providing the balance. About half of the remaining work on the county plan, scheduled for completion by the end of 1966, will be provided by the county planning staff.

Because both Greene and Fayette Counties have experienced some of the highest unemployment rates in Pennsylvania, their county planning reflects the high priority they give to economic development. In addition to completing its comprehensive plan (1964) Greene County has utilized Area Redevelopment Administration funds to conduct a market feasibility survey of its abundant Carmichaels Clay and cooperated with its local soil and water conservation district in surveying potential lakes for recreation development.

In Fayette County, the acting director (also, as in Beaver, administrator of the County's Youth Corps Program) and two secretaries are promoting the use of PROJECT 70 open space funds for the acquisition of public land around many of the historical sites of the county. Because of its relative isolation and colorful history, Fayette is convinced that tourism represents one of its greatest potentials for future development. To preserve the scenic base of this industry, the county adopted a zoning ordinance in 1963 which applies to

all municipalities not previously covered by local ordinances. Since the county ordinance is relatively simple and easy to administer, it has aroused very few objections to date.

Evaluation of
Planning Programs

Planning is well established in Region Twelve. Every county now has its own planning commission and administers its county subdivision ordinance. Only Indiana, Washington, Westmoreland and Allegheny have yet to complete comprehensive county plans and these will all be done before 1970.

If there is any single area which might arouse concern, it is the extreme variation between counties in the size and professional balance of their planning staffs. The current range from the smallest staff of two persons to the largest of 24 might be explained by the Region's disparity of population and wealth, but the apparent preference among a majority of the counties for county planning staffs of three or four cannot. This is far smaller than is typical in southeast Pennsylvania with quite predictable results that southwest Pennsylvania's county planning commissions have had to contract with consultants for the major portion of the task of preparing their comprehensive plans. Some of the in-staff professional capacity which is usually developed in the process of preparing a plan may have been lost to these commissions through overdependence on such outside assistance. Yet even the continued availability of this source of technical advice is endangered by the absence of adequate resident staff. In June 1965, nearly half of Region Twelve's county planning directors could not meet the Bureau of Community Development's minimum standards of qualifications for directing planning programs utilizing urban planning assistance grants.

Though this imbalance may now be in the process of being corrected, its cause cannot be explained purely in terms of the natural reluctance of semi-rural counties to appropriate adequate funds for county planning, since it is the relative allocation of these funds that is in question. Two factors appear to have had a strong influence in determining personnel qualifications and allocation of available manpower. One of these has been the contemporary emphasis upon "plan effectuation" or "planning process" which has tended to enhance the importance of providing a day-to-day planning judgment in the decision-making process of local government. The other influence concerns the growth of Federal and State programs (open space, Economic Opportunities Act, Appalachia, Soil Conservation Service Act) and the counties' preference for planning studies which are directly oriented to programs which provide immediate tangible benefits in the form of matching grants. The apparent result has been to increase the importance of the planning director's role as a project administrator and diminish the value of staff involvement in extensive data collection, analysis and long-term plan conceptualization.

Since this growing intimacy between planning and county government undoubtedly represents quite substantial gains for both, it is perhaps pertinent to ask whether the best method of producing comprehensive county plans might not, all things considered, indeed be through the use of outside consultants - especially if the consultant were the Southwest Pennsylvania Regional Planning

Commission, providing the counties with the same type of continuous at-cost service which the Pittsburgh Regional Planning Association provides municipal governments.

Despite the apparent economies of such an arrangement, three compelling reasons suggest the desirability of continuous county plan preparation and updating by the counties' own planning staffs: if the sorely needed regional plans are to be developed with a minimum of delay, the Regional Commission's staff must be free to concentrate all its efforts on regional problems; if these regional plans are to be practical as well as imaginative, they must be tested against the detailed professional planning knowledge of individual county needs which can only be developed through the process of in-staff preparation of the counties' own comprehensive plans; and if these regional plans are to be implemented (in the absence of a regional government) this must be done by the counties through county plans which seek to reconcile both regional and local objectives.

All of these objectives call for more staff and more professional competence among the county planning commissions. But there are, in addition, at least two methods by which the Regional Commission might strengthen county planning in Region Twelve. One of these would be to devise some form of Associate Membership for the peripheral counties of Greene, Fayette, and Indiana (and any West Virginia counties which elect to participate with Region Twelve in Appalachia or EDA Local Development District Planning). The Regional Commission's Land Use and Transportation work program is probably too far advanced and too metropolitan-oriented for alteration of its current six-county cordon area, but there should be some mechanism for ensuring coordination of this plan, as it develops, with these of adjoining counties. Finally, the counties have suggested that if, in collecting data for the regional plan, the regional staff could obtain their data in somewhat finer detail, this information could be more directly useful to the counties' own planning programs than has often been the case in the past.

Bearing such minor improvements in mind, the prospect of effective future county planning appears excellent. The Regional Commission has already produced outstanding initial studies and promises to become increasingly influential in not only local, but probably State planning as well.

REGION TWELVE INTERVIEWS
November 15 - December 1, 1965

ALLEGHENY COUNTY

Alfred Beattie	Superintendent, County Schools
John Besanceney	Exec. Vice President, Pittsburgh Visitors & Convention Bur.
David W. Craig	Director of Public Safety, City of Pittsburgh
Arthur Edmunds	Exec. Director, Urban League of Pittsburgh
William Farkus	Asst. Director, City of Pittsburgh Redevelopment Authority
John F. Flynn	Exec. Director, City of McKeesport Redevelopment Authority
Edward Foster	Planning Associate, Institute of Local Government, University of Pittsburgh
Theodore L. Hazlett	Vice Chairman, State Planning Board
David H. Kurtzman	Acting Chancellor, University of Pittsburgh
S. P. Marland, Jr.	Superintendent, City of Pittsburgh Public Schools
John T. Mauro	Director, Pittsburgh City Planning Commission
William R. Miller	City Clerk, Clairton
Robert J. Mueller	Asst. Director, Allegheny County Planning Commission
Robert B. Pease	Exec. Director, Pittsburgh Redevelopment Authority
Sherwood Pine	Exec. Director, Allegheny County Redevelopment Authority
Ted Soltman	Asst. Director, Pittsburgh Area Transportation Study
Elmer Tropman	Exec. Director, Health and Welfare Association of Allegheny County
Jane Walsh	Assistant, Pittsburgh Visitors and Convention Bureau

ARMSTRONG COUNTY

David Atkinson, Jr.	Secretary, Middle Armstrong County Area Development Organization, Inc.
C. Nicely Hanner	Superintendent, County Schools
Louis Vidic	Director, Armstrong County Planning Commission

BEAVER COUNTY

Jay D. Aldridge	President, Beaver County Industrial Development Agency
H. Curtis Elder	Superintendent, County Schools
Len Szafaryn	Manager, Beaver County Harmonie Associates, Inc.
Robert Zapsic	Director, Beaver County Planning Commission

BUTLER COUNTY

Clarence Brown	Superintendent, County Schools
Mrs. John P. Ford	Director, Butler County Planning Commission
Melvyn Kaplan	Exec. Director, City of Butler Redevelopment Authority
A. Wendel Weihe	Manager, Butler Area Chamber of Commerce

FAYETTE COUNTY

Frank Gradler	Exec. Director, Fayette County Development Council
John A. McMullen	Exec. Director, Fayette County Redevelopment Authority
John Valosen	Director, Fayette County Planning Commission

GREENE COUNTY

William Hartley	Superintendent, County Schools
Mrs. Lois Leathers	Exec. Secretary, Greene County Industrial Development Corp.
Mrs. Muriel Lemley	Exec. Secretary, Greater Waynesburg Area Chamber of Commerce
Richard K. Wood	Director, Greene County Planning Commission

INDIANA COUNTY

William J. Hanka	Exec. Director, Indiana County Redevelopment Authority
Max Harwick	Assistant Superintendent, County Schools
Isadore Lenglet	Director of Planning, Indiana County Planning Commission
James Perine	Secretary, Indiana County Industrial Development Corporation
Virgil Vaughn	President, Indiana County Tourist Promotion Council

WASHINGTON COUNTY

Roland H. Bourke, Jr.	Exec. Director, Washington County Redevelopment Authority
Douglas Bowman	Superintendent, County Schools
John F. Cromwell	Director, Washington County Planning Commission
Keery McAmbley	Exec. Director, Washington County Industrial Development Agency
Harry Sutherland, Jr.	Manager, Washington-Greene Counties Tourist Promotion Agency

WESTMORELAND COUNTY

James R. Cooper	Exec. Director, City of New Kensington Redevelopment Authority
George Evans	Director, Westmoreland County Planning Commission
Andrew Furmanchik	Exec. Director, City of Monessen Redevelopment Authority
Raymond Gardlock	Exec. Director, Westmoreland County Redevelopment Authority
John Kennelty	Secretary, Westmoreland Co. Promotion & Redevelopment Assn.
Eugene McKelvey	Superintendent, County Schools

REGIONAL PERSONNEL

Eugene Alexandrowicz	Regional Sanitarian, Pennsylvania Department of Health
J. Wilson Bartley	Regional Supervisor, Bureau of Community Development
Bernard Bigley	Regional Representative, Bureau of Industrial Development
Steve Casper	TPA Coordinator, Bureau of Vacation and Travel Development, Department of Commerce
Thomas Coll	Regional Representative, Bureau of Industrial Development
Richard Dworek	Air Pollution Control Engineer, Pa. Department of Health
M. F. Frable	Manager, Area Development Department, Duquesne Light Co.
William Froehlich	Exec. Director, Southwestern Pa. Regional Planning Commission
Walter Heine	Regional Sanitary Engineer, Pa. Department of Health
James Hite	Labor Market Analyst, Bureau of Employment Security
Edgar M. Hoover	Director, Center for Regional Economic Studies, University of Pittsburgh
V. B. Livingston	Supervisor, Industrial Development Department, West Penn Power Company
Edward J. Magee	Director, Allegheny Conference on Community Development
Joseph McMurtry	Director of Advance Planning, State Highways Department
William Porter,	Labor Market Analyst, Bureau of Employment Security

REGIONAL PERSONNEL (continued)

Robert Ryan	President, Regional Industrial Development Corporation of Southwestern Pennsylvania
Harold Slepian	Assistant Director, Bureau of Industrial Development
Joseph Smurda	Regional Sanitary Engineer, Department of Health
William Sperry	Exec. Director, Laurel Highlands Association
Charles Stowell, Jr.	Sanitarian, Pennsylvania Department of Health
George Ward	Regional Representative, Bureau of Industrial Development
Mrs. Ann Waters	Labor Market Analyst, Bureau of Employment Security
Richard Zinn	Air Pollution Engineer, Pennsylvania Department of Health

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is devoted to the study of the

properties of the

operator T defined by

$Tf(x) = \int_0^x f(t) dt$

and its adjoint

$T^*f(x) = \int_x^1 f(t) dt$

on the space L^p

for $1 < p < \infty$

and

$1 < p < \infty$

the operator

T is bounded

on L^p for $1 < p < \infty$

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its norm is

$\|T\| = 1$

for

$1 < p < \infty$

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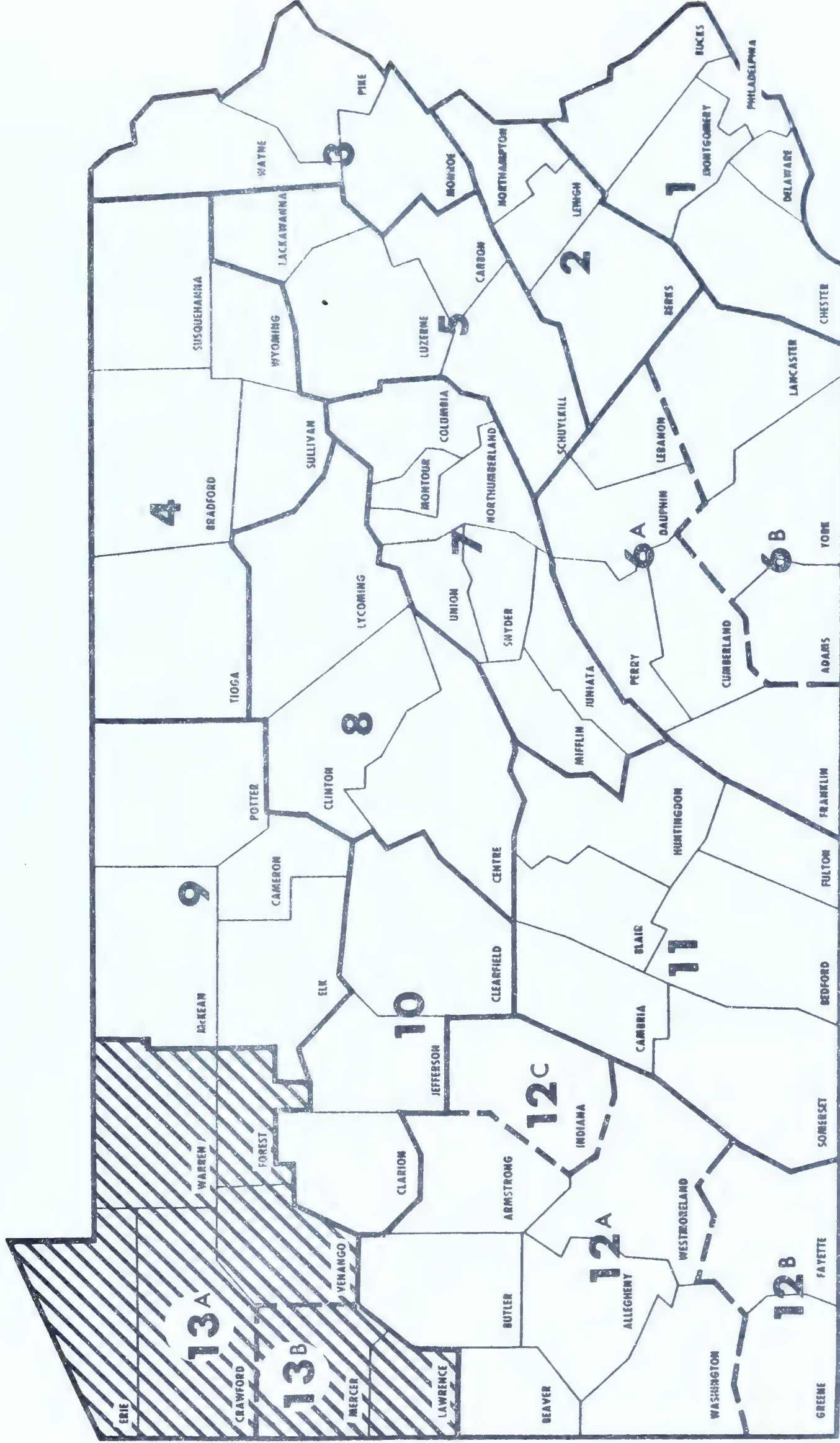
Regional Development **— Reconnaissance —**

REGION — 13

PENNSYLVANIA STATE PLANNING BOARD

a staff working paper — December, 1965

STATE PLANNING REGIONS



REGION 13
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Appendix

Field Interviews Schedule
Selected Bibliography

NOTE

The following report represents a "Staff Working Paper" which is being distributed to State departments, bureaus and local county development leaders in the hope that any factual data which may have been overlooked will be brought to the attention of the State Planning Board Staff.

The Regional Development Reconnaissance represents the first stage of preparing a Comprehensive State Development Plan, enabling the insights of local and regional development trends and opportunities to be reflected in that effort.

REGION THIRTEEN

Part I REGIONAL TRENDS

A. Regional Setting

Common Characteristics of Region Thirteen

Occupying the northwestern corner of the State, the seven counties of Region Thirteen are often more closely oriented to adjoining communities in Ohio and New York than they are to each other or to the rest of Pennsylvania. However, the future influence of north-south Interstate 79 should be a strong unifying influence within the Region. Region Thirteen will also become more interrelated as parts of the Upper Allegheny River Basin (which covers a large portion of the Region) are impounded for downstream flood protection, water supply and low flow augmentation. The recently completed Kinzua Dam will impound a large body of water (over 35 miles in length) and provide recreational facilities for all of Region Thirteen and large areas of Ohio, New York and the rest of Pennsylvania.

The southern and eastern border of the Region represents the approximate limit of glaciation in western Pennsylvania. Glacial action has shaped the topography of the Region into smooth low-lying hills and created poorly drained soils and extensive areas of swamp and marsh lands.

The early history of the Region is replete with accounts of numerous conflicts between the English, French and Indians. The first permanent settlement of the Region proceeded from two directions: northward from Pittsburgh, up the Allegheny, Beaver and Shenango Valleys; and southward into Crawford County from the Lake Erie lowlands.

Much of the eastern and southeastern section of the Region has been dominated by extractive industries, such as timber, oil, coal and natural gas. Agricultural conditions are poor in this relatively isolated eastern portion of the Region, where there is steep terrain, poor soils, a cool climate and a short growing season. In the western part of the Region, agriculture is more productive, with a heavy emphasis upon dairying. An exception to the dairying and related cropland pattern of the entire Region is found along the narrow Lake Erie lowland. Here, the longer growing season, fertile soils and proximity to urban markets has induced a prosperous agriculture based upon orchard, vineyard and vegetable production.

Most of the Region is located in the gently rolling Allegheny Plateau with its stream dissected upland terrain. Relief is greater in the eastern portion where the Allegheny River and its tributaries traverse an area lacking large urban centers, such as those found in the western part of Region Thirteen.

The extreme western edge of the Region, along the Ohio State line, is drained by the Beaver River which flows south to the Ohio River through a belt of industrial communities. The manufacturing centers of New Castle and Sharon, are dominated by the steel, electrical machinery, and other durable industries, and are an extension of the industrial belt (near Youngstown) along the Mahoning Valley in Ohio. This entire industrial complex has commonly been referred to as the "Little Ruhr".

Since 1960, population increases have been limited to the northern portion of Region Thirteen. Population and employment declines have characterized many of the Region's urban centers, especially in the southern industrial belt, located in Mercer and Lawrence Counties. This current pause in growth is due largely to automation in the steel industry and to the difficult competitive position of steel plants throughout western Pennsylvania. Heavy out-migration has been occurring from this part of the Region during the past decade.

Relationship to
Surrounding Regions

Historically, Region Thirteen has been oriented primarily to the Midwest and the Lower Great Lakes rather than to the East Coast. The southern portion of Region Thirteen is part of the heavy industry belt stretching from Youngstown to the Pittsburgh-Wheeling area. A large number of com-

muters travel in both directions across the Ohio State line and into the Pittsburgh area. Sharon attracts employment commuters both from Youngstown and New Castle. In addition to its industrial position, Youngstown serves as a regional commercial center for much of the southern portion of Region Thirteen. As major highways are extended northward from Pittsburgh and eastward from Youngstown, the southern fringe of the Region should become more influenced by both these cities.

Erie is the only other major urban area within the Region. The influence of this diversified manufacturing Great Lake port is felt throughout the northern fringe of the Region. While this city has suffered significant employment declines in recent years, the number of jobs in the remainder of the county has increased. There is some commuting between Erie and both Ashtabula County (Ohio) and Chautauqua County (New York).

In the eastern portion of the Region, where much of the employment is related to the forest and petroleum industries, employment opportunities promote only limited interchanges with Regions Nine and Ten. Some commuting does occur from the western portion of Region Nine into the vicinity of Warren Borough.

Between the Region's two major urban concentrations of Sharon-New Castle and the City of Erie, recreation assumes an importance, second only to the Poconos in eastern Pennsylvania. The western portion of this recreation belt, in Crawford County, is dominated by vacation home developments around Pymatuning and Conneaut Lakes which attract numerous tourists and weekend visitors from both Ohio and the Pittsburgh areas. The eastern end of this recreation area, in Warren and Forest Counties, is part of Pennsylvania's Appalachian Mountains vacationland whose numerous parks and picnic areas scattered throughout this scenic region are already attracting two million tourists annually from many States. The development of the Allegheny River Recreation Area at Kinzua is expected to rival the Delaware Water Gap National Recreation Area's projected visitor attendance of ten million in the Poconos.

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Natural
Resources

Region Thirteen's most notable mineral resources have been its oil and gas reserves located primarily in the southeastern and eastern portion of the Region. The first commercial oil well was drilled near Titusville in 1859. Oil production increased rapidly and stimulated the growth of numerous "boom towns" in that vicinity. When production diminished in the latter part of the last century, the center of the oil industry shifted northeastward to the Bradford Oil Field in McKean County. While oil production in Region Thirteen is small at the present time, secondary recovery methods have extended the life of these fields which continue to provide substantial employment for residents of the Region.

Natural gas is found scattered throughout the Region, especially in Erie, Crawford and Lawrence Counties. This fuel resource, coupled with abundant clay deposits in Lawrence County, has led to the development of refractory clay plants in the southern portion of the Region. A significant cement industry has also located in Lawrence County as a result of substantial limestone deposits found in the area.

The northern periphery of the bituminous coal field crosses the southern portion of the Region. Coal production, largely strip mining, is relatively small (2.5 per cent of the State's bituminous total) and provides employment for only 300 persons.

In the northwest corner of the State, glacial action has provided vast reserves of sand and gravel for an important mineral industry. This resource is found in abundant supply throughout the Region.

Poor sandstone and shale soils combine with topographic and climatic disadvantages to inhibit the development of a productive agriculture in the eastern portion of the Region. While the plateau soils of the western part of the Region are not highly fertile, they become productive upon careful application of fertilizer and lime for pasture and cropland farming. The lowland soils along Lake Erie are agriculturally productive for horticultural specialties. These lake bottom soils were deposited during a time when Lake Erie stood at higher levels. A longer growing season results from a moderate climate induced by proximity to a large body of water.

Much of the eastern section of Region Thirteen is heavily forested (80 per cent of the three counties, compared to 28 per cent of the four counties along the Ohio State line). Lumbering has long dominated this portion of the Region and while the timber industry has declined far below the peak years of the past century, there is significant employment in forest related industries, such as furniture and lumber products.

Surface and ground water contamination by oil and sodium chloride brine from abandoned and improperly sealed oil wells is a problem in the eastern portion of the Region. The Great Lakes pollution problem is of special concern to the City of Erie as it has virtually eliminated the lake fishing industry and continues to hinder recreation and industrial development.

Thick layers of rock salt underlie much of Region Thirteen, and are closest to the surface, but thinnest, in the Erie area. In Ohio and New York, the Morton and International Salt Companies mine this rock salt for various uses. In Pennsylvania, this resource is not yet being mined, but new technology and more economical methods of extraction may stimulate both the salt industry and the chemical industry, one of its largest users, in this Region.

Effect of Environment on
Future Pattern of
Development

Although the Appalachian Mountains will no longer impose as decisive a barrier to communication with the eastern half of the State, northwestern Pennsylvania's social and economic orientation towards adjoining Ohio and New York communities can be expected to become even more prominent as highway improvements continue. These same Appalachian uplands will provide a recreational resource of rapidly increasing importance for the whole Midwest Urban Complex extending from Buffalo to Cleveland and down to Pittsburgh. Vacation home developments are already occurring throughout much of the Region. There are numerous recreation facilities in the area, such as Presque Isle, Pymatuning and Cook Forest State Parks. Facilities presently under construction will provide the basis for an expanding recreation industry in the eastern and northern portion of the Region.

Completion of the interstate freeway program will provide the Region with the most important prerequisites to a primary highway system. Interstate 79 (Erie-West Virginia Expressway) will link Erie with Pittsburgh and also connect the Region's two major east-west arteries (Interstate 80, presently under construction, and Interstate 90). In addition, Interstate 90 links all of the Lower Great Lakes communities from Chicago to Buffalo. The major improvement and realignment of New York's Route 17 (The Quickway), although not part of the interstate system will confer additional "nodal point" advantages upon the Erie Metropolitan Area.

Agriculture will continue to play an important role throughout much of the Region. However, marginal farms, especially in the eastern portion of the Region, will revert to woodland, while additional farmland in the southwestern section will succumb to the urban demands for residential and commercial land.

Generally, most of the Region will maintain its rural character and continue to be an important source of dairy and horticultural products. Proximity to Pittsburgh and other urban markets will continue to be an advantage for the Region's agriculture.

The present industrial centers in the southern part of the Region are faced with many problems related to automation and their dependence on the primary and fabricated metals industries. Their base of highly skilled labor will continue to be an attraction for new industries, but dynamic industrial development programs will be necessary if current economic declines are to be replaced with new industrial growth.

B. Population Trends

Over-all Regional Growth

Region Thirteen's estimated 1963 population of 683,000 accounts for almost 6 per cent of the population of Pennsylvania. Until 1960, Region Thirteen had experienced population growth. In the 1940's, the growth rate was 11.6 per cent, almost twice that of the State's decennial rate of 6.0 per cent. In the decade of the 1950's, the Region's 8.9 per cent increase still compared favorably with the State 7.8 per cent. Since 1960, the picture has changed. Region Thirteen's population has declined slightly while the State has continued to grow, though at a much reduced rate.

Examination of the Region's components of population change - natural increase and migration - reveals that in the 1940-1950 decade, natural increase amounted to 62,000 and in the 1950's this increased to 91,000. Offsetting this substantial increase was the reversal of net-migration from an in-migration of 3,300 in the decade of the 1940's to an out-migration of 34,500 during the 1950's. Although Region Thirteen is, since 1960, experiencing a 7,000 annual natural increase it has been losing 7,500 people each year in net-migration away from the Region, resulting in an annual net population loss of 550 persons.

Population Summary - Components of Regional Growth 1940 - 1963

Item	1940-1950 ¹	1950-1960 ¹	1960-1963 ¹
Natural Increase per Annum	+6,208	+9,062	+6,954
Net Migration per Annum	+ 331	-3,452	-7,504
Total Change per Annum	+6,539	+5,610	- 550
Per cent Change per Annum	+ 1.16	+ 0.89	- 0.08

¹ Pennsylvania Department of Health, Annual Statistical Report

County Population Trends and Projections 1940 - 1970

County	1940	1950	1960	1963 ¹ Estimates	1970 (Projections of 1960-63 Trends)	1970 ² (Temple Projections)
Crawford	71,644	78,948	77,956	79,600	83,006	77,364
Erie	180,889	219,388	250,682	252,000	254,742	288,320
Forest	5,791	4,944	4,485	4,500	4,535	4,407
Lawrence	96,877	105,120	112,956	107,000	94,615	120,804
Mercer	101,039	111,954	127,519	127,000	125,919	145,682
Venango	63,958	65,328	65,295	65,800	66,845	64,739
Warren	42,789	42,698	45,582	46,800	49,332	48,633
State	9,900,180	10,498,012	11,319,366	11,425,000	11,644,396	12,262,662
Region						
Thirteen	562,987	628,380	684,484	682,700	678,994	749,949

¹ Intercensal Population Estimates for 1963, Pennsylvania State Planning Board

² Pennsylvania State Planning Board, The Population of Pennsylvania: Projections to 1980, June 1, 1963

Locational Trends in
Regional Growth

In size of population, Erie, Mercer and Lawrence Counties, each with one of the three largest cities of Region Thirteen (Erie, Sharon, and New Castle), have led the Region since at least 1940, when they accounted for 67 per cent of the total regional population. In 1950, the three-county share increased to 69 per cent and in 1960 to 72 per cent. Despite this increasing dominance, Mercer and Lawrence have experienced continuous out-migration since 1940, as have the four smaller counties of Region Thirteen. Erie alone, among the seven counties of the Region has had some net in-migration during the last 25 years, but only in the 1940-1950 decade. It is evident that economic growth in the Region has failed to keep pace with the natural increase of its population for a dozen years or more. Since 1960, out-migration in most of the seven counties has grown to such proportions that the present over-all trend in the Region's population is downward. The fact that large numbers of these migrants have been in the childbearing age group has resulted in a decline in the rate of natural increase much greater than the State as a whole.

Examining the growing urban areas of Erie, Sharon and New Castle more closely, it is apparent that, while both Erie and its suburbs experienced growth in the last decade, the growth in the Sharon and New Castle areas was entirely limited to their suburbs with static or declining populations in their central cities. By 1963, suburbanization had advanced to the extent that Erie City also began to decline. In 1940, 34 per cent of the Region's population resided in these three central cities. Since then their proportion has fallen to 30 per cent in 1960, and just under 30 per cent by 1963.

Surrounding these three cities are the Region's two major extensive growth areas: a lakeside belt of townships and boroughs extending east and west of Erie and an even more extensive Ohio border cluster, opposite Youngstown, reaching northward from the edge of Beaver County through all of Lawrence County and most of western Mercer.

Five additional smaller areas of growth were scattered over the remainder of the Region: Grove City Borough and its environs, and clusters of townships surrounding the twin communities of Oil City and Franklin, Warren Borough, Corry and Meadville. It is notable that in four of these five smaller growth clusters, the central cities declined in population.

Changes in the market value of real estate from 1960 to 1964 suggest that population growth continues in much the same areas in which it occurred in the previous decade. There is, however, some indication that there may have been a reduction in the extent of areas of rapid growth in the Lawrence-Mercer conurbation.

Region Thirteen's population was 563,000 in 1940, 628,000 in 1950, and 684,000 in 1960. Based on these rising trends and using data no more recent than 1960, the Temple Study projected the Region's population upward to 750,000 by 1970.

Since intercensal estimates prepared annually by the State Planning Board indicate that Region Thirteen's population has remained virtually static between 1960 and 1963, new projections made today might well suggest a lower figure than that of the Temple Study. Indeed, if 1960-1963 trends continued

unaltered during the remainder of the decade, Region Thirteen's population would have fallen by 1970 to a level 5,000 less than that recorded in 1960. There are, however, sound reasons for discounting this pessimistic a projection of current trends.

The least influential element in the Region's over-all growth has been the smaller counties of Crawford, Venango, Warren and Forest, comprising, in total, only 28 per cent of the Region's population. However, while three of these four declined during the last decade, all four now appear to be growing at rates which, while still rather modest, exceed in all cases the earlier Temple projections. While each of these counties except Forest do enjoy a fairly extensive manufacturing component in their economies, the one factor which does distinguish them from the rest of the Region is their leadership in the development of the vacation home and recreation industry. This is expected to provide a particularly strong future growth impetus in Crawford, Warren and Forest Counties.

Thus the over-all post-1960 regional lack of growth must be explained by reference to the stagnation and absolute declines experienced by Erie, Mercer and Lawrence Counties. These three counties experienced increasing rates of out-migration in the 1950's and early 1960's, principally in response to declining employment opportunities (both within these counties and within the Metropolitan Youngstown area across the Ohio border). Due to a substantial recent increase in employment and also to the "relief valve" of out-migration itself, unemployment has declined 15,000, reducing the average regional unemployment percentage from over 10 per cent in 1961 to 5 per cent in 1964 and bringing population and economic activity once more into balance in Erie, Mercer and Lawrence Counties.

Annual intercensal estimates, while inconclusive, indicate that Region Thirteen may already have "bottomed-out" of its temporary slight decline and once more be resuming its historic growth. The best estimate possible at this time is that the Region's population may be expected to grow steadily during the rest of this decade and pass the 700,000 mark by some small margin before 1970 - a substantial gain from the level of today or 1960, but significantly less than earlier projections.

C. Economic Trends

Characteristics of the Regional Economy

Economic activity in Region Thirteen has tended to gravitate toward two major industrial centers: the City of Erie in the northwest corner of the State and the Sharon-New Castle-Youngstown area to the southwest. An inter-dependency exists between the Erie urban complex and all of the

counties of Region Thirteen except Mercer and Lawrence Counties (Sub-region 13B) which are oriented towards Youngstown. Investigation has shown that to some degree there is an inter-dependency and similarity between the Shenango Valley lying in Mercer and Lawrence Counties, and the adjoining Mahoning Valley lying in Ohio. This area is known as "Little Ruhr" and should be considered as one large industrial complex.

In the following report, Region Thirteen will be discussed as a single unit except where obvious differences in economic characteristics make more appropriate a separate analysis of Sub-regions 13A and 13B.

Manufacturing employment in 1960 constituted 41.9 per cent of total regional employment, compared with 37.6 per cent for the State. During the 1950's manufacturing's share of regional employment declined slightly. The downward trend in this industry's share of total employment was most noticeable in Erie County. In 1960, manufacturing provided the highest proportion of employment in Mercer County (45 per cent) and the lowest in Crawford (37 per cent).

Employment in the service industry accounted for 19.1 per cent or 45,992 of total regional employment in 1960, while retail trade comprised approximately 14.9 per cent or 35,772. In both these industries employment closely paralleled State averages. However, the employment in agriculture (4.4 per cent) was substantially greater than that for Pennsylvania (2.9 per cent), while employment in finance, insurance and real estate and public administration equaled 5.3 per cent of total regional employment, much lower than the State average of 8.1 per cent.

Both Sub-region 13A and 13B are predominantly manufacturing areas, but Sub-region 13B, particularly Mercer County, is a highly specialized steel producing center while Sub-region 13A has a highly diversified manufacturing base.

Within the Region's manufacturing sector, the largest proportion of jobs in 1963 was in primary metals. Employment in this industry is more than twice as great as might be expected on the basis of average experience in the four-state area of New York, New Jersey, Ohio and Pennsylvania and 60 per cent higher in non-electrical machinery. This excess may be assumed to be employed producing goods for export to other areas of the country, thus constituting a significant part of the economic base of Region Thirteen. Most of the employment in these two industries are located in Erie, Mercer and Lawrence Counties.

While specialization in the industries noted above may be desirable from the standpoint of wages paid to production workers (of the Region's five basic industries, three have been classified as high-wage and the other two medium-wage) these same industries have exhibited low rates of employment growth relative to all manufacturing industries in the four-state area.

An analysis of wages and salaries reveals the degree of regional self-sufficiency with respect to employment opportunity. Data for 1960 indicate that 5.7 per cent (\$83.4 million) of total resident income (\$1.5 billion) was earned outside the Region, principally in the Youngstown and Pittsburgh SMSA's. An exception to the regional pattern was Mercer County where employers paid out 2.6 per cent more (\$7.3 million) than was earned by county residents.

Census data concerning the number of persons employed outside their county of residence are presented in the following table.

Persons Employed Outside Their County of Residence
In 1960*

County	Number	Per Cent of Total Employment
Lawrence	6,407	17.6%
Forest	225	17.4%
Crawford	2,926	11.6%
Warren	1,557	10.6%
Mercer	3,750	8.9%
Venango	1,597	8.1%
Erie	1,858	2.3%

Source: U. S. Census - 1960

* Data have been adjusted to compensate for those persons not reporting to Census.

In 1960 the number of persons living in Mercer County and commuting into the Youngstown area totaled 2,308, while 2,724 persons living in the Youngstown area commuted daily to Mercer County. Less significant commuting occurred between Mercer County and the counties of the Pittsburgh SMSA. During the same year, there were 2,962 persons from Lawrence County commuting into the Youngstown area. The Pittsburgh SMSA provided employment for 1,917 persons from Lawrence County, while 1,452 persons from the Pittsburgh area commuted to Lawrence. There was also a sizeable, but unmeasured, transfer of workers back and forth between Lawrence and Mercer Counties.

In 1960, there was a significant amount of commuting from the Region's northern counties into the Erie SMSA. This area provided employment for 907 persons from Crawford County and 488 persons from Warren County. In addition, Erie served as an employment center for several out-of-State areas, the most important of which were Chautauqua County, New York, (528) and Ashtabula County, Ohio, (180). In return, 479 persons commute daily from the Erie SMSA into Ashtabula County and a relatively small number to other counties in New York and Ohio. As Interstate 90 provides excellent access from these areas into Erie, commuting from these adjoining States to Erie is expected to increase in the future. Similarly, the completion of Interstate 79 and gradual improvement of U. S. 6 should provide greater integration between Erie, Crawford and Warren Counties.

Between 1949 and 1959, the median family income for Region Thirteen increased 48.5 per cent from \$3,660 to \$5,434. Although the gap between the regional and State's median income levels was narrowed during this period, the regional family income still remained 5 per cent below the Statewide level of \$5,719. Within the Region, Mercer, Warren and Erie Counties all had 1959 income levels higher than the State average. Forest County had the lowest median family income in 1959 (\$4,641), but experienced the largest percentage increase over the ten-year period (60 per cent).

Unemployment and
Regional Growth Trends

The regional rate of unemployment declined substantially during the period 1958 to 1964. In the earlier year, regional unemployment averaged 12.5 per cent compared to 10.5 per cent for the State. By 1964 unemployment within the Region had decreased to 5.1 per cent which was slightly below the prevailing State rate of 5.8 per cent. While all counties within the Region experienced declines in their unemployment rates between 1958 and 1964, the Sharon-Farrell labor market in Mercer County showed the most remarkable percentage decline from 12.9 per cent in 1958 to 3.5 per cent in 1964.

Though total employment within the Region increased by 4,700 between 1958 and 1964, the size of the work force declined by 15,800. Although the size of the work force declined in all counties, only Venango, Forest and Lawrence County labor markets experienced a reduction in total employment. Thus, three-quarters of the 20,000 reduction in unemployment can be attributed to the decline in size of work force which results from out-migration and withdrawal by older and marginal work force participants. In the latter 1961 to 1964 period, the decline in the work force has diminished so that most of the continued reduction in unemployment can be accounted for by increased employment. Any substantial further growth in employment requiring a larger work force should induce in-migration from other Regions and renewed population growth.

Labor Force Data
1958-1964

Year	Work Force	Employment	Unemployment	Unemployment Rate
1958	266,300	232,900	33,400	12.5%
1961	256,300	229,200	27,100	10.6%
1964	250,500	237,600	12,900	5.1%

Difference

1958-1964	- 15,800	+4,700	-20,500	-7.4%
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Source: Bureau of Employment Security, Labor Force Data 1958-1964

Between 1958 and 1964, total employment within the Region increased 3.2 per cent (7,400) as a result of increases in four of the Region's six labor market areas, the most important of which were the Erie area, 6.5 per cent (5,700) and the Sharon-Farrell area, up 6.6 per cent (3,000). Employment in the Oil City labor market area (Forest and Venango Counties and eastern Crawford County) declined 2.9 per cent (800) between 1950 and 1964, while the New Castle labor area (Lawrence County) experienced a 5.4 per cent (1,900) decline.

Components of
Economic Growth

During the 1950's, regional employment exceeded comparable State growth rates in six industrial sectors, as noted in the following table. It is notable that those sectors which showed particularly favorable gains in comparison with the State are closely related to Metropolitan economies and reflect the Region's favorable employment access to the Erie, Pittsburgh and Youngstown areas.

Industrial Growth Sectors
1950 - 1960

Sector	Absolute Change in Regional Employment	Per Cent Change Region	Per Cent Change State
Finance, Insurance and Real Estate	2,107	45.4%	29.1%
Services	11,546	33.5%	25.1%
Public Administration	961	18.9%	28.3%
Wholesale Trade	643	13.2%	11.0%
Communications	333	13.1%	8.8%
Retail Trade	2,785	8.5%	5.7%
Public Utilities	220	6.5%	1.7%

Source: United States Census, 1950 and 1960

Employment declined in five of the remaining six industrial sectors. Mining declined 50.4 per cent (1,478), agriculture 41.3 per cent (7,370) and transportation 20.9 per cent (2,911) while moderate declines were experienced in construction (2.2 per cent and manufacturing (0.7 per cent).

As previously noted, manufacturing is the Region's most important source of employment. However, not all counties within the Region have experienced the same rate of change in total manufacturing employment nor have the rates of change among selected manufacturing industries been the same in all counties.

The following table lists ten industries which exhibited the greatest change in manufacturing employment between 1956 and 1963 and the counties in which these changes were most significant.

Changes In Manufacturing Jobs
1956 - 1963*

Growth Industries	Employees	Counties Most Affected
Rubber and Plastic Products	+ 970	Erie, Crawford
Instruments	+ 701	Erie
Leather Products	+ 180	Crawford
Chemical Products	+ 116	Crawford
Declining Industries	Employees	Counties Most Affected
Primary Metals	-5,126	Mercer, Erie, Lawrence Crawford
Non-electrical Machinery	-5,003	Erie, Venango, Lawrence Mercer
Electrical Machinery	-4,067	Mercer, Erie
Transportation Equipment	-1,221	Erie, Lawrence, Mercer
Stone, Clay and Glass	- 496	Lawrence
Petroleum Products	- 281	Erie

Source: Pennsylvania Department of Internal Affairs. County Industry Reports

* Changes in the industrial classification system have been made during the period in an effort to make all figures comparable with the S.I.C. Code, but absolute accuracy cannot be guaranteed.

In order to determine whether regional trends departed appreciably from general employment trends, Region Thirteen employment changes over a selected interval of time were compared with comparable data for the four-state area, consisting of New York, New Jersey, Ohio and Pennsylvania. The procedure used, the "differential shift technique", is illustrated in the following example. In the four-state area mentioned above, total employment in the electrical machinery industry declined 2.0 per cent between 1956 and 1963. If Region Thirteen had followed the four-state trend, then it would have experienced a decline or proportionate shift downward of 304 jobs. Actually, the Region experienced a decline of 4,067 jobs and the difference between -304 and -4,067 is termed a "differential shift" of 3,763 jobs toward a decreased specialization in the electrical machinery industry. This experience, and those of two other manufacturing industries in which the Region has become less specialized and seven industries in which it has become more specialized, is depicted in the following table. Although primary metals showed the greatest absolute loss of employment this decline was of the same magnitude as that experienced in the rest of the four-state area, thus neither increasing nor decreasing the Region's relative specialization in this most important manufacturing sector. At the same time increased absolute employment in rubber and plastics and instruments is providing the Region with a more diversified economic base.

Differential Shift In Manufacturing Jobs
1956 - 1963*

Increased Specialization	Decreased Specialization	Number Of Jobs
Rubber and Plastics Products		+ 965
Fabricated Metals**		+ 924
Instruments		+ 679
Food and Kindred Products**		+ 299
Lumber Products		+ 290
Leather Products		+ 239
Petroleum Products**		+ 239
	Electrical Machinery	-3,763
	Non-electrical Machinery	-2,996
	Paper and Allied Products	- 287

* Changes in the industrial classification system have been made during the period in an effort to make all figures comparable with the S.I.C. Code, but absolute accuracy cannot be guaranteed.

** Regional employment in the industry is declining but at a slower rate than the four-state area. Consequently, the Region is obtaining an increasing share of a declining industry.

Source: Pennsylvania Department of Internal Affairs

Regional employment in manufacturing is oriented toward high-wage industries. However, between 1956 and 1963, declining employment in primary metals, non-electrical machinery, transportation equipment and petroleum has resulted in a decline of the proportional employment in high-wage manufacturing industries. Although employment decreases also occurred in the medium and low-wage categories, they were not of the magnitude experienced by the high-wage group. Thus, between 1956 and 1963, medium and low-wage industries increased their proportional share of total manufacturing employment.

Proportion Of Manufacturing Employment In
Low, Medium and High-Wage Industries
1956-1963

Year	Low-Wage (Under \$5,000)	Medium-Wage (\$5,000 to \$6,000)	High-Wage (Over \$6,000)
1956	8.7%	37.2%	54.1%
1963	9.9%	39.8%	50.3%

Source: Pennsylvania Department of Internal Affairs

Location and Economic
Problem Areas and
Growth Centers

Manufacturing jobs have declined in every county within the Region. Changes in the number of manufacturing jobs between 1956 and 1963, are shown below.

Manufacturing Job Changes, By County
1956 - 1964

County	Gains	Decline	Per Cent Change
Warren	+ 321		+ 5.9%
Forest	+ 30		+ 5.3%
Crawford		- 585	- 6.2%
Venango		-1,524	-18.7%
Lawrence		-2,359	-16.3%
Erie		-3,041	- 7.0%
Mercer		-4,216	-16.8%
Region Thirteen		-11,374	-10.7%

Source: Pennsylvania Department of Internal Affairs, County Industrial Reports

The primary metal industry in Mercer County did not develop as an extension of the Youngstown industrial complex but simultaneously from common origins as iron-making centers in 1810, and at the present time share a common labor force.

Although the major emphasis in Mercer County is on steel production, there is significant employment in the field of electrical machinery. During recent years, declining employment opportunities in these industries have been partially responsible for the reduction in the size of the county labor force.

In Mercer County there is one major industrial concentration (the adjoining Cities of Sharon and Farrell) and two minor centers (Greenville and Grove City). While all three centers had substantial manufacturing employment declines between 1957 and 1961, Greenville and Grove City have recovered much of their losses in the 1961 to 1964 period. The only recent growth in the Sharon-Farrell area has occurred in nearby Pymatuning Township (stone, clay and glass, primary metals and electrical machinery). Sharon, the largest of the two, has a large plant manufacturing electrical machinery (Westinghouse Electric Corporation, 4,670 in 1964). The number of manufacturing jobs in Sharon in 1964 totaled 6,541, down 35 per cent from 10,025 in 1957. Employment losses in Sharon may be attributed to declines in electrical machinery (Westinghouse) and in primary metals (National Malleable and Steel Castings Company). Farrell, the county's second largest industrial city, is primarily a steel mill town. The largest plant here is the Roemer Works, which employed 5,147 in 1964. Total manufacturing jobs in Farrell declined 11 per cent from the 1957 level of 5,895.

Lawrence County, which makes up the other half of Sub-region 13B, has two medium sized employment centers - New Castle and Ellwood City. Both of these lost employment between 1957 and 1961, but Ellwood City has recovered some of this loss since 1961 while New Castle continues to decline. The largest city in the county, New Castle, had a total of 5,097 manufacturing jobs in 1964, down 25 per cent from 6,837 in 1957. Declining job opportunities in non-electrical machinery and stone, clay and glass industries were largely responsible for these declines. The city's largest employer in 1964 was the Johnson Bronze Company (non-electrical machinery) with 1,147 jobs. Manufacturing employment in Ellwood City has declined by nearly 1,000 since 1957. At the present time there are 4,540 jobs in the city with significant employment in primary metals (1,782 jobs at U. S. Steel Corporation plant).

Erie is the major manufacturing center in Sub-region 13A. Although total jobs in the city have declined, the surrounding suburban areas have experienced moderate growth. In 1964, manufacturing jobs in Erie City totaled 20,678, down 35 per cent from 31,874 in 1957, though nearly 2,000 jobs have been regained since 1961. Manufacturing jobs declined significantly between 1957 and 1961 in each of the high-wage industries and also in electrical machinery, resulting in higher unemployment within the city. Unemployment within the county as a whole continued to decline due to the out-migration of the labor force and increased employment in the suburban areas. The growth of manufacturing employment in suburban Lawrence Park and Millcreek Townships has amounted to more than 1,400 jobs between 1961 and 1964. Two minor rural manufacturing centers, Cory and Union City have shown little growth in recent years.

In Crawford County, the cities of Meadville and Titusville experienced a combined reduction of (1,700) manufacturing jobs between 1957 and 1964, while the largest gains have occurred in suburban Vernon Township, just west of Meadville along the right-of-way of new Interstate 79, where the increase of 300 new jobs was largely in the chemicals industry.

Even though manufacturing employment in Warren County as a whole grew 56 per cent between 1957 and 1964, the Borough of Warren itself experienced decline. Most of Warren County's growth occurred just south of the Borough in Mead Township where about 300 new jobs have been created in the fabricated metals industry. A general reduction in manufacturing jobs occurred during this period, throughout Venango County including the industrial centers of Franklin and Oil City. The City of Franklin has recovered about 350 jobs between 1963 and 1964 but, manufacturing employment still remains considerably below the 1957 level. In Forest County, total manufacturing employment (590 workers) has remained relatively static.

Though some sections of Region Thirteen have experienced substantial out-migration and job losses, there are positive factors which may tend to curb this trend. One of these is proposed Interstate 79, linking Erie with Pittsburgh. Once completed, this highway will provide better access between the Erie complex and the highly industrial Shenango Valley in Mercer County. The Interstate may also serve as a transportation route for tourists destined for Crawford and Erie Counties from the Pittsburgh area.

Completion of Interstate 80 will link Mercer and Lawrence Counties even more closely with the Youngstown labor market and improve the entire "Little Ruhr" access to large markets to the east and west. It therefore will enhance the attractiveness of the area for new industry and provide incentives for expansion of existing industry as well. There is a distinct possibility that when the huge new Chevrolet Car Assembly Plant (that will hire thousands) is completed near Youngstown, many workers will be drawn from Pennsylvania to work at the higher paying positions in this plant. Since 1960, the Youngstown-Warren SMSA in Ohio has experienced a modest growth in employment of slightly more than 13,000 and a decline in unemployment from about 12,000 to just over 4,000. Already, less than 3 per cent of the labor force is unemployed resulting in difficulty acquiring skilled labor. This in turn discourages the expansion of existing industries and the attraction of new plants to the area. To serve established steel mills in this area, the U.S. Corps of Engineers has proposed building a two billion dollar canal twenty miles west of the Pennsylvania State line connecting Lake Erie with the Ohio River. Proponents of the plan indicated that such a canal would cut transportation service costs. Opponents point out that such a plan would cost more than it is worth and that it would benefit Ohio more than it would Pennsylvania.

Future prospects for development of the eastern portion of Region Thirteen are less optimistic due to its relatively poor location and limited economic base. The economic future of this area will be dependent upon its ability to promote better access for both industrial development and tourism.

D. Agricultural Trends

Importance of Region's Agriculture

Region Thirteen's agriculture produces nearly 8 per cent of Pennsylvania's total income derived from sales of farm commodities and, in 1960, provided employment for 4.4 per cent (10,474) of the Region's workers, compared to a Statewide percentage figure of 2.9 per cent.

Even though the Region contributes a sizeable amount to total State farm production, the value of farm sales in 1963 was only half the estimated value of total regional consumption of agricultural products, indicating that Region Thirteen's agriculture is local rather than export market oriented. While this factor alone does not define the precise relative importance of agriculture to the Region's total economy, it does indicate that farming adds less to total income per head of population in Region Thirteen than it does in other regions. Only Crawford County, with a sparse population and a large agricultural production, exports more than it consumes. The fact that farm employment accounted for 9 per cent of Crawford's total employment in 1960, further substantiates the conclusion that agriculture plays a relatively important role in this county's economy.

Indications are that the rate of growth in agricultural production has been relatively slow in Region Thirteen. Total cash receipts from the sale of agricultural products in the Region increased from \$43.4 million to \$54.7 million during the period from 1949 to 1959. This 26 per cent increase was

slightly less than the State increase of 30 per cent (\$545.9 million to \$712.5 million) during the same period.

Crawford and Erie Counties exceeded the State's 30 per cent increase in value of farm products sold from 1949 to 1959, showing growth rates of 44 and 32 per cent, respectively. Forest County's 51 per cent increase represented only slightly more than \$100,000, nearly the lowest quantitative growth found anywhere in the Region. All other counties increased by less than the regional average with Lawrence and Venango experiencing gains of only 8 and 3 per cent, respectively.

Erie County with sales of \$16.6 million, Crawford with \$14.7 million, and Mercer with \$9.6 million together contributed 75 per cent of total regional cash receipts from farm products in 1963. These three counties contain 70 per cent of the Region's farmland.

The Region's 11,058 farms in 1959 made up 11.0 per cent of the State's 100,052 farms and accounted for 10.6 per cent of the State's 11.9 million acres of farmland.

In 1959, 40 per cent (1.3 million acres) of total regional land area in farmland, nearly equaled the 41 per cent for the State. Mercer, Lawrence, Crawford and Erie Counties exceeded the State average with 60 per cent, 53 per cent, 52 per cent and 51 per cent of their total land area devoted to agriculture, respectively. The three remaining counties were well below State and regional averages. In 1959, 65 per cent of the total farmland in Region Thirteen was devoted to pasture and cropland, while the State average was 69 per cent.

A relatively high proportion (34 per cent) of tillable land (pasture and cropland) in Region Thirteen was devoted to pasture, compared to the State's 29 per cent, reflecting the Region's emphasis on dairying, in 1959.

Public land ownership amounts to 12 per cent of the total land in the Region, with the highest proportions in Forest (46 per cent) and Warren (26 per cent) Counties. Public ownership in the remaining five counties totals less than four per cent of the land area. Since almost all of this is forested mountains or marshlands it does not constitute a conflict with agriculture.

Region Thirteen's most important source of farm income in 1963 was dairy products. Estimated cash receipts from the sale of these products in 1963 were \$30.6 million, or 50 per cent of cash receipts from all farm products. This comprised nearly 10 per cent of the State's total farm income received from the sale of dairy products. Crawford (\$9.2 million), Erie (\$7.4 million) and Mercer (\$6.0 million) Counties together account for 74 per cent of the Region's income earned from dairying. Reliance on dairying as a source of farm income was greatest in Warren and Mercer Counties where 59 per cent and 56 per cent, respectively, of total farm income was derived from dairy product sales. Crawford ranks among the State's top ten counties in milk production.

The second major source of farm income was the sale of meat animals which totaled \$9.0 million and represented 14.5 per cent of cash receipts from

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regional sales of all farm commodities. The Region's leading counties in meat animal production were Crawford (\$2.5 million), Mercer (\$2.0 million) and Erie (\$1.9 million).

Poultry products, the Region's third major source of farm income, accounted for 8.7 per cent (\$5.4 million) of total agricultural receipts. Mercer County leads the Region in income from poultry products sold with \$1.3 million. Field crops commonly grown to support cattle accounted for \$4.4 million or 7.2 per cent of total regional farm income. Crawford, one of Pennsylvania's leading milk producers, was also among the State's top ten counties in amount of hay and oats harvested in 1963.

The Lake Erie lowland is favored with a long, mild growing season ideally suited for fruit production. Hence, it is not surprising that Erie County produced 97 per cent (\$4.2 million) of the Region's dollar volume of fruit sales in 1963 and ranked fifth among Pennsylvania's 67 counties in fruit production. The principal fruit crop grown is grapes which here are used primarily for the production of grape juice, in contrast to those grown in New York and Ohio for wine.

Vegetables and potatoes provide \$3.4 million or 5.6 per cent of Region Thirteen's total farm income. Again most of this production is concentrated in Erie County.

While forest products provide only 1.6 per cent (\$1.0 million) of total regional farm income, the Region does make a significant (17 per cent) contribution to total State cash receipts in this category.

Agricultural Readjustment

The number of farms in Region Thirteen has been declining at a relatively rapid rate, with a 37 per cent decrease from 17,463 to 11,058 during the period from 1950 to 1959. The State decrease during this period was 32 per cent. Within the Region, the declines ranged from 45 per cent in Venango County to 31 per cent in both Mercer and Lawrence Counties.

Percentage reductions in the number of farm units were greatest among farms of less than 100 acres in size. In this category, the Region experienced a decline of 46 per cent (10,956 to 5,888 farms) from 1950 to 1959, compared to a decline of 41 per cent in the State.

During the past decade the number of farms 220 acres or more increased 21 per cent from 878 farms in 1950 to 1,062 in 1959, as compared to a gain of only 10 per cent for the State. Exceptions to this trend were found in Venango and Forest Counties where the number of farms declined in all size categories.

The tendency towards consolidation of small farms into larger units resulted in a significant increase in average farm size, from 92 to 113 acres and, together with modest increases in land values, raised the average value of farm real estate from \$8,183 to \$15,397 per farm, an increase of 88 per cent.

By comparison, value of farm real estate on an average Pennsylvania farm increased 107 per cent, from \$10,371 in 1950 to \$21,419 in 1959. The only county in Region Thirteen with a value per farm comparable to the State in 1959 was Erie County with \$20,282. The value of farm real estate per acre of farmland in Region Thirteen was \$136 in 1959 compared to the State average of \$184.

One measure of improvement in agriculture's economic health is the change of farm production per farm unit. The value of farm products sold per farm in Region Thirteen increased from \$2,484 in 1949 to \$4,949 in 1959, an increase of 99 per cent. During the same period the State increase was 92 per cent (\$3,717 to \$7,122). Within the Region, the value of farm products sold per farm ranged from \$2,957 in Forest County to \$6,615 in Erie County.

Another measure of improvement is the change in value of farm products sold per acre of tillable land. In Region Thirteen productivity per acre of tillable land rose from \$40 in 1949 to \$66 in 1959, an increase of 65 per cent, while the State experienced an increase of 57 per cent, from \$56 per acre to \$88 per acre.

Tillable land acreage has been declining at a relatively rapid rate in Region Thirteen. Pasture and cropland decreased 24 per cent between 1949 and 1959 (1,080,921 acres to 826,828 acres) compared to a 17 per cent decline for the State during the same period. The greatest percentage decline occurred in Forest, Venango and Warren Counties (38, 37, and 27 per cent), respectively, while Lawrence County experienced the Region's smallest percentage loss (19 per cent).

Region Thirteen had a relatively high proportion of part-time farming in 1959. The 5,278 non-commercial farms constituted 48 per cent of all farms in the Region, compared with 41 per cent in the State as a whole. Only Erie and Crawford Counties were below this regional average, with 38 and 42 per cent, respectively, classified as non-commercial farms. The highest regional percentage of part-time farming occurs in Forest (80 per cent) and Venango (69 per cent) Counties.

A review of growth trends of various crops and types of livestock enterprises between 1939 and 1963 indicate no significant change in the relative importance of these items. In terms of annual cash receipts, value of crops has fluctuated around 25 per cent of total agricultural products while annual value from livestock has fluctuated around 75 per cent.

Future Prospects For Agriculture

Erie lowland.
Erie lowland.

Region Thirteen is characterized by three rather distinct physiographic areas. The western portions of Erie, Crawford, Mercer and Lawrence counties have relatively level terrain. To the east of this area, the Region is somewhat hillier and more heavily forested. The third area is the Lake

Except for the Lake Erie lowland, farmland in Region Thirteen is most frequently classified as average or below average quality. Most of the Region is, therefore, more suitable for livestock farming than for crops. In 1963, dairy products and meat animals constituted 64 per cent of total income received

from sale of agricultural commodities in the Region, a higher percentage than for the State, and it is likely that this dominance will continue.

The Lake Erie lowland is favored with better than average farmland and a peculiarly mild climate suitable for fruit and vegetable farming. The area is also relatively near large urban centers in Pennsylvania, Ohio and New York. Consequently, truck farmers have a cost advantage in transporting goods to markets. A rising demand for fruits and vegetables may provide an incentive for future expansion of fruit and vegetable production in Erie County.

While demands for fluid milk are, in general, rising faster than population, Ohio milk producers can and are undercutting the Region's dairy farmers on price of milk delivered to all western Pennsylvania urban markets. Drought conditions in recent years and the accompanying cost-price squeeze on dairy farmers have resulted in substantial losses in the number of Pennsylvania dairy farms and a noticeable reduction in milk production since 1961. Hence, while future prospects for the larger more efficient dairy farm are good, marginal dairy operations may yield to the increasing pressures of the cost-price squeeze.

If \$10,000 gross annual income is used as a level below which farms have a somewhat doubtful economic future, then 72 per cent of all commercial farms in Region Thirteen must be considered marginal as compared to 62 per cent for the State. By this rationale, the downward trend in the number of farms and farm acreage may be expected to continue, as marginal farms and farmland are phased out of production. The Region has been increasing its average farm sales per farm faster than the State by phasing smaller farms and marginal farmland out of production at a greater rate than the State. This form of adjustment has been successful in narrowing the gap between the State and the Region.

The future of agriculture in Region Thirteen seems likely to follow two different trends. The best soils of the Region are found in the western counties of Erie, Crawford, Mercer and Lawrence, and it is here that the greatest potential for future growth in farm production appears to exist. The improvement of individual farm incomes in this area will involve continued consolidation of farm units (75 per cent still produce less than \$10,000 annual sales), but comparatively little abandonment of marginal farmland. The likelihood does exist, however, of considerable competition for the use of these more productive lands from urban development. This conflict will be most intense in the suburban Sharon and New Castle areas and along the Lake Erie lowlands where the east-west spread of Erie's suburbs has been accelerated by Interstate 90.

The most marginal soils of the Region are found to the west in Forest, Warren and Venango Counties, where the prospects of increased future farm production appear least hopeful. In the past these counties have experienced the greatest proportional transfer of marginal land out of agricultural use into forestry and recreation and this form of readjustment is expected to continue.

E. Industrial Development

Accomplishments and Expectations

The difference in industrial development programs within Region Thirteen mirrors the great variety of economic interests and assets of the area. Even in the more highly urbanized counties of the Region, industrial groups are confronted with development problems so familiar to sparsely populated counties. This wide range of problems is due to the broad geographic differences in various portions of the Region.

In its effort to promote, finance and locate industrial facilities, Region Thirteen has had to cope with several handicaps. Access to portions of the Region is poor, making it difficult to transport industrial raw materials and manufactured products to and from certain areas. With the completion of Interstate Routes 79 and 80, augmenting existing Interstate 90, access will be considerably improved making the Region generally more attractive for new industrial firms. However, Warren, Forest and Venango Counties will remain poorly served by high speed transportation arteries.

The western border counties of Region Thirteen will also have to continue to compete with Ohio for new industry. Local industrial development representatives agree that at present the competition is severe. A more favorable Ohio corporation tax structure, together with passage of that State's new revenue bond and mortgage guarantee financial inducements were cited by Pennsylvania utility officials as potentially "knocking us out of the saddle".

In some areas steep topography plus urban growth combine to severely limit the number of prime sites and in others, suitable sites are far removed from essential utility connections. In addition, a limited supply of "risk" capital in the less urbanized counties has been a detriment to more rapid industrial growth.

Within Region Thirteen there are over 25 separate industrial development corporations. With the exception of Forest, all counties within the Region have raised funds to finance industrial development projects, and all except Forest and Warren, have participated in Pennsylvania Industrial Development Authority projects, as indicated in the following table.

Pennsylvania Industrial Development Authority Projects
By County
1956-1964

County	Total Projects	Capital Investment	Expected New Jobs
Crawford	3	\$ 693,750	510
Erie	20	5,804,000	2,623
Forest	--	----	----
Lawrence	3	502,000	150
Mercer	3	683,000	278
Venango	6	2,023,100	466
Warren	--	----	----
Regional Total	35	\$9,705,850	4,027

Source: Pennsylvania Department of Commerce

In each of the seven counties, with the exception of Forest, there is at least one industrial promotion group with the potential to function on a county-wide basis. These counties have promotional programs approved by the Pennsylvania Department of Commerce and their promotional organizations are using these matching funds for industrial brochures, surveys and advertising. However, the extremely low amount of State funds used indicates the difficulty that the Region has experienced in securing local contributions of matching funds for promotional purposes.

Pennsylvania Industrial Development Assistance Act
1956 - 1965

County	Utilized 1956-1965	Grants 1965-1966	Purpose
Crawford	6,043	\$ 3,897	Brochures
Erie	71,788	12,534	Survey, Advertising
Forest	----	----	-----
Lawrence	6,593	5,648	Surveys, Brochures
Mercer	27,903	6,375	Maps, Brochures, Advertising
Venango	12,017	3,264	Advertising, Brochures
Warren	8,686	2,279	Brochures, Surveys

Source: Pennsylvania Department of Commerce

In spite of these financial limitations, industrial promotion efforts are moving ahead and some industrial sites have been identified through the combined efforts of Chambers of Commerce, Industrial Corporations, and Utilities. Planning Commissions have also cooperated with industrial development groups in Lawrence and Mercer Counties in locating prime sites and in developing industrial park designs. However, in the other counties of the Region, this co-operative relationship does not now exist.

Much of the industrial planning as well as the promotional work is therefore carried on by the industrial development organizations. When financing was available, they have either purchased or optioned industrial sites and then promoted their development. Although prime industrial sites are often scarce in Region Thirteen, at least five industrial parks are either in operation or being planned for development. The largest proposed industrial park is the former Keystone Ordnance Works near Meadville, comprising over 4,000 acres of land already equipped with sewer, water and railroad facilities. Good highway access is assured by U.S. 19 and a nearby interchange along Interstate 79.

Other industrial parks are already in operation in Erie (225 acres), Greenville (750 acres), the Reynolds Development five miles south of Greenville (766 acres), between Franklin and Oil City, along U.S. 8 (125 acres) and in Lawrence County where a 60 acre park has now been completely occupied. A good omen for future industrial development is the fact that electric utility, gas and railroad companies are actively engaged in local economic development programs within the Region.

Evaluation of Programs

Because of financial limitations, few of the smaller municipal industrial development groups have the professional staff available to develop long-range programs and industrial plans. Notable exceptions exist in Erie, New Castle and the Shenango Valley where full-time industrial development personnel are available with greater financial resources. The Reynolds Development, south of Greenville, is under the supervision of its own managing engineer and is a good example of what can be done with private initiative. As in the case of the Keystone Ordnance Works, the Reynolds Development was a former Federal installation purchased by the local development corporation in 1951. The Keystone Ordnance Works tract at Meadville could be equally successful if given careful planning and proper promotion.

Thus the responsibility lies with these larger industrial development groups to provide regional leadership in formulating county-wide or regional industrial programs and coordinating these activities with related organizations.

With over 50 per cent of all 1963 manufacturing employment in the primary metals and machinery industries, there is a need for a more diversified industrial base and long-term planning for a balanced economic growth. Such planning should be undertaken collaboratively by both county or regional planners and economic development organizations with the participation of the Region's existing major industries.

F. Tourist Development

Existing Attractions and Programs

Each county within Region Thirteen has organized county-wide tourist promotion agencies (TPA). In addition, Warren and Forest Counties are members of the six-county Upper Alleghenies Tourist Council which also includes four adjoining counties to the east - McKean, Elk, Potter and Cameron.

At least seven other groups are promoting special local interests through community tourist, convention, or recreation bureaus and usually in cooperation with Chambers of Commerce.

The most recent TPA was formed in Lawrence County in 1964, while Erie County has been promoting tourism since as far back as 1953, long before the Tourist Promotion Agency and Tourist Development matching fund legislation was enacted.

Erie County with the only full-time tourist development staff and with almost a decade of experience, is far ahead of all other TPA's in Region Thirteen in identifying, planning and promoting its attractions. While each of these other organizations have made a partial inventory of tourist attractions they have made little progress towards long-range planning for their development.

The most significant existing tourist attractions, public and private, concern water oriented recreation at Conneaut Lake and Pymatuning Reservoir in Crawford County, Presque Isle State Park and Lake Erie. Major future tourist

facilities under construction around Shenango Reservoir and Sandy Creek Lake in Mercer County, and the Allegheny Reservoir in Warren County are similarly dependent on large bodies of fresh water. In Lawrence County, McConnells Mill State Park is currently being developed while facilities at the Drake Well State Park in Venango County are being expanded and plans for the reconstruction of Fort Franklin in Venango County are being formalized. In Forest County, cottage development is occurring at the various access points to the Tionesta Creek Reservoir and Allegheny River.

Many potential attractions have been proposed for development within Region Thirteen. Crawford County has several new lake front developments under discussion, in addition to completing a feasibility study on an all season ski center. One lake being considered for development (Conneaut Lake #2) would more than double the potential of the Conneaut Lake resort area. In Mercer County two major projects are under construction - the Shenango Reservoir development and the Sandy Creek Lake and State Park. Both can be expected to attract a large number of tourists, particularly from the Pittsburgh area.

Local tourist development officials contend that the Region is about to experience a tremendous increase in the tourist industry. However, the need for better facilities to compete with those in Ohio is a concern voiced by many tourist promotion agencies, particularly in areas near the Pymatuning Reservoir. There will also be a certain amount of competition for tourists between the States of Pennsylvania and New York along the Allegheny Reservoir. The fact that most of the reservoir's permanent recreation pool is within Pennsylvania, guarantees the State a major portion of future tourist expenditure.

County Commissioners in all but Warren and Crawford Counties have contributed or pledged county financial support to the tourist and travel development effort as authorized under Act 348 (1963). This Act permits appropriations from county funds for travel development promotion which will benefit the county.

In addition, Erie, Crawford, Venango and Warren Counties have generally utilized all matching tourist promotion funds available from the Pennsylvania Department of Commerce, as noted in the following table. In fact, the Erie County TPA has been spending much more on promotional efforts in its area than is available to the county in matching State funds. In 1963 their State allocation was reduced by almost 50 per cent, severely limiting their proposed program. Erie believes that a change in the method of State fund allocation is necessary if their long-range plans are to be carried out, rather than curtailed. Currently more TPA's are being organized which will further divide State Appropriations.

Tourist Promotion Matching Funds
1961 - 1965

Agency	Year	Grant	Funds Used (1)
Crawford County	1961-1962	\$ 1,649	\$ 1,649
	1962-1963	5,067	3,175
	1963-1964	2,338	2,338
	1964-1965	3,630	---
Erie County	1961-1962	12,534	12,534
	1962-1963	17,547	17,547
	1963-1964	9,776	9,776
	1964-1965	10,277	10,277
Forest County	1961-1962	500	500
	1962-1963	---	---
	1963-1964	---	---
	1964-1965	1,000	---
Lawrence County	1964-1965	3,614	---
Mercer County	1963-1964	5,777	1,722
	1964-1965	4,080	1,197
Venango County	1961-1962	2,636	2,636
	1962-1963	4,245	3,697
	1963-1964	1,958	1,362
	1964-1965	2,676	2,676
Warren County	1961-1962	2,278	2,278
	1962-1963	3,191	2,860
	1963-1964	1,777	1,777
	1964-1965	1,868	1,868

(1) The 1964-65 figure will not be final until February, 1966

Source: Pennsylvania Department of Commerce

Although county experiences vary, the Region as a whole has shown relatively little change since 1961 in the number of hotel and motel rooms, as indicated in the following table. These figures do not, however reflect the qualitative improvements to existing units nor the replacement of older accommodations by new construction.

Overnight Accommodations By Number of Rooms
1961 - 1965

County	1961	1965	Change	
			Numerical	Per Cent
Crawford	1,816	1,919	+103	+ 1.3%
Erie	4,457	4,267	-190	- 4.3%
Forest	244	265	+ 21	+ 8.6%
Lawrence	632	548	- 84	-13.3%
Mercer	892	955	+ 63	+ 7.1%
Venango	591	547	- 44	- 7.4%
Warren	578	638	+ 60	+10.4%
Region Thirteen	9,210	9,139	- 71	- 1.0%
Pennsylvania	110,749	116,917	+6,168	+ 5.6%

Source: Pennsylvania Department of Revenue

While Lawrence County experienced the greatest percentage decrease (13.3) of overnight room accommodations, Erie had the largest numerical loss (190). Only Crawford County gained more than 100 rooms, though Forest, Mercer and Warren Counties each experienced greater percentage growth than the State.

In contrast to the relatively static number of overnight accommodations, vacation homes in the Region have shown a phenomenal growth far surpassing the State change. With the exception of Erie, every county in Region Thirteen exceeded the State growth rate as indicated in the following table.

Vacation Homes
1950-1960

County	1950	1960	Change	
			Numerical	Per Cent
Crawford	1,885	3,417	1,532	81%
Erie	1,319	2,254	935	71%
Forest	1,303	3,186	1,883	144%
Lawrence	177	374	197	111%
Mercer	232	1,015	783	337%
Venango	610	1,647	1,037	170%
Warren	1,106	2,631	1,525	138%
Region Thirteen	6,632	14,524	7,892	119%
Pennsylvania	47,248	85,129	37,881	80%

Source: 1950 and 1960 Census of Housing

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Nevertheless, the Erie County numerical gain was substantial with nearly 1,000 new homes. Forest County experienced the largest numerical gain in the Region (1,883) while Lawrence County experienced the smallest (197). It is notable that Mercer County more than tripled its number of vacation homes in the 1950-1960 decade. Because the rapid new growth of vacation homes is mainly water-oriented, further impetus can be expected as the Shenango River Reservoir, Sandy Creek Lake State Park and the southern tip of the Pymatuning Reservoir are fully developed. Similarly, other water bodies such as Lake Erie, the Allegheny River and both natural and man-made lakes of the Region will attract an increasing number of vacation homes during this decade.

The tremendous number of potential reservoir sites in Mercer (49) and Crawford (82) Counties enumerated by the Soil Conservation Service is a further indication of the vacation home potential that exists in these two counties. This portion of the Region may be just beginning their most rapid growth period and may develop into the "Poconos" of northwestern Pennsylvania. Already, the Region has exceeded the Poconos in vacation home development between 1950 and 1960 with 7,900 new homes (120 per cent increase) compared to 7,100 (85 per cent increase) in the eastern Pennsylvania region.

Local tourist promotion groups are expressing concern over the poor planning undertaken by some developers of vacation home areas. The lack of subdivision, housing or zoning controls in some of the more rural areas of Region Thirteen, has allowed the development of many substandard vacation homes on inadequate sized lots, with the result that a blighted environment may be created which could inhibit future development in some areas.

There are five historical sites in Region Thirteen now being administered by State agencies: Pithole City, Drake Well Memorial Park, Fort LeBoeuf Memorial, Flagship Niagara and Old Custom House. Three more are proposed for acquisition or preservation-Johnston Tavern, Corry Earth Circle and Blockhouse. Discussions are also under way for a railroad museum as well as the development of several historical sites along the Erie Extension Canal in Crawford County.

Evaluation of Local Programs

Region Thirteen tourist promotion groups are co-operatively working with each other and the utilities in promoting tourist attractions. The formation of two multi-county groups is now under discussion. If these two groups were to combine forces they could provide a valuable vehicle for coordinating regional promotional efforts. Generally, the TPA's are closely associated with the Chambers of Commerce, though separate memberships are maintained in all but Venango and Forest Counties.

Much more could be done to identify and develop tourist attractions, but financing these efforts has been a problem in the more sparsely populated counties. As awareness of the value of tourism grows, more aggressive and formalized programs can be expected.

However, only Erie County has had the financial resources to make full use of matching State funds. Because Lawrence and Mercer Counties have only recently organized their TPA's, they have as yet been unable to fully utilize the State grants. Forest County is severely limited in its financial resources and has been unable to use more than a small amount of State tourist promotion matching funds.

If Region Thirteen is to realize its full tourist portential, additional commercial attractions and facilities must be planned and developed. Thus, overnight accommodations, campgrounds, restaurants and other service facilities, as well as a wide range of recreation facilities must be expanded. There would appear to be distinct advantages in pooling the Region's financial resources and promoting the development of tourist facilities according to the priorities of a region-wide development program.

As a final note, consideration should be given to protecting vital recreational assets, through development controls if necessary, so that sub-standard vacation residences, hunting camps, fishing shelters, and commercial establishments do not create a blighted environment which could hinder recreational and tourist development in the Region. Since the water resources around which vacation home development is occurring are spread over the entire Region, the protection and orderly development of these resources should logically be planned on a region-wide basis. This task is, perhaps, the most challenging which would face the proposed Northwest Region Planning Commission, discussed in later sections of this report.

G. Open Space And Recreation

Existing Public Open Space

Region Thirteen contains a total of 123,000 acres of State-owned forest, game, fish and park lands. This amounts to approximately 180 acres per 1,000 people, compared to the current State average of 270. The most intensely used facilities are the five existing State Parks - Pymatuning, Presque

Isle, Chapman, Cook Forest and McConnell's Mill State Parks which provide over 27,000 acres of park land in the Region, an average of 40 acres of State park land per 1,000 persons, more than twice the State average and well above the generally accepted standard of 25 acres per 1,000 persons. However, the apparent high ratio of park lands to population is misleading. A great number of park users come from Pittsburgh and Cleveland, outside the Region. State Park attendance has nearly doubled between 1953 and 1964, from 3,400,000 to 6,400,000 visitors. The area is already serving as the "Poconos" of the northwest and competing with portions of south-central Pennsylvania for the Pittsburgh and urban Ohio tourist dollar. Upon completion of Interstates 79 and 80, a new period of rapid growth in attendance can be expected as both Ohio and Pittsburgh residents gain quicker access to these recreational facilities.

Warren and Forest Counties in Region Thirteen contain 231,000 acres of Allegheny National Forest and two major Corps of Engineers reservoirs. The Tionesta Reservoir in Forest County covers 3,250 acres, with a normal recreational pool shoreline of 12 miles and attracts 573,000 visitors annually. The recently completed Kinzua Dam will impound 12,000 acres in the Allegheny Reservoir. A large portion of the reservoir and its estimated 91 miles of shoreline will be located in Warren County. This facility attracted 1,540,000 visitors in 1963, an increase of about 440,000 since 1959. It has been estimated that development of the recreation area associated with the Kinzua Dam and the National Forest may ultimately attract ten million visitors annually. The anticipated heavy influx of visitors has already begun to occur and has resulted in local traffic jams, property value increases and rapid growth in retail sales.

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The Federal Bureau of Outdoor Recreation has recommended that the U. S. Secretary of Agriculture prepare a comprehensive plan for the recreational development of the entire Allegheny Reservoir complex, including both States. Unfortunately, there is as yet little indication of progress towards this objective. Current facility improvements appear to be planned on an individual site-by-site basis, unrelated to any larger "master plan" which could relate public investment within the recreation area to private development outside. Nor have crucial decisions yet been reached concerning how much additional private land overlooking the reservoir should be acquired for public use. To assist the U. S. Forest Service in clarifying these issues, the Warren County Planning Commission proposes to develop a sketch plan for the recreational development of its portion of this area.

Warren County has already enacted a zoning ordinance to protect this valuable tourist asset and ensure orderly development of the area. In contrast, Crawford County has not yet enacted development controls to protect the 3,995 acre Erie National Wildlife Refuge and the Pymatuning Reservoir. This has resulted in a raft of ill-conceived and unrelated vacation home subdivisions which could hinder future development and reduce the value of these areas as recreation assets.

Proposed Development

The Department of Forests and Waters proposes to acquire with PROJECT 70 funds, land for three new State Parks and additional land for one existing State Park. The new parks will include the 850 acre Elk Creek State Park in Erie County, the 1,000 acre Sandy Creek State Park in Mercer County

and the 8,700 acre Oil Creek Gorge State Park in Venango County. The Department will also acquire approximately 900 acres in Crawford County to expand the existing 20,000 acre Pymatuning State Park. It is anticipated that these proposed State Parks will serve as many as 1,900,000 additional visitors each year.

Existing And Proposed Public Recreation Land (in acres)

County	Existing				Proposed			
	State Forests	Fish and Game Lands	State Parks	Local	Fish and Game Lands	State Parks	Local	
Crawford	---	20,140	20,075	685	1,440	920	550	
Erie	---	9,502	3,100	979	683	850	39,166	
Forest	2,247	8,227	1,500	---	---	---	---	
Lawrence	---	2,025	1,925	361	---	---	1,459	
Mercer	---	1,598	---	71	6,520	1,000	324	
Venango	---	19,305	---	---	---	8,700	5,944	
Warren	---	32,130	803	---	---	---	612	
Region Thirteen								
Total	2,247	92,927	27,403	2,096	8,643	11,470	48,055	
Acres/1,000								
Persons (2)	---	---	40.0	3.0	---	46.0	59.4	

(1) Using letters of interest submitted by local government units under PROJECT 70

(2) Using 1960 Census and State Planning Board's 1980 Projections

In addition, the Pennsylvania Game Commission proposes to acquire 900 acres of land for the Sandy Creek, 1,300 acres for the Rattlesnake Swamp Projects in Mercer County and 1,100 acres for the Crooked Creek Project in Crawford County. The Commission will also acquire about 700 acres of land in Erie County to expand an existing State Game Land parcel (#218) as a waterfowl habitat area. The latter two projects in Crawford and Erie Counties have already been approved by the State Planning Board. The Pennsylvania Fish Commission will also acquire additional land under PROJECT 70 for expanding their program. This will include acquisition of 340 acres of land for the Keystone Ordnance Lake Project in Crawford County and 4,320 acres for the Sandy Creek Project in Mercer County.

According to the Bureau of Outdoor Recreation Survey of 1964, existing local recreation acreage in Region Thirteen is far below the desired standard of 15 acres per 1,000 people. However, while the survey covered all counties it included only the municipalities of Meadville, New Castle, Ellwood City, Greenville and Erie. Therefore, comprehensive information about all communities in Region Thirteen is not available, but current data indicates that there are only about 2,100 acres of local park lands. With the exception of Forest County where over 46 per cent of its land area is already under State or Federal ownership, local government units throughout the Region have been quick to respond to the opportunities presented by PROJECT 70 and have requested matching State funds for the acquisition of about 48,000 acres of recreation land. These proposed acquisitions would then provide the Region with roughly four times the desired standard of 15 acres of local parks per 1,000 people. A large amount of the acreage (39,166 acres) proposed for acquisition is in Erie County. Although the amount appears excessive, the request is based upon a county-wide recreation survey and plan.

H. Public Health

Major Health Problems

Ground water pollution in Region Thirteen results from a number of different causes. In Mercer County, a high iron content is found in waters taken from sandstone areas. In most of Region Thirteen, the glacial gravel permits a free flow of ground water so that where waste disposal is not properly handled, pollution of surface and subsurface waters quickly occurs. The Region can attribute some of its ground water pollution problems to abandoned and improperly sealed oil and gas wells, particularly in Warren County. Limited permeability of some soils, such as the yellow clays in parts of Crawford County, cause the mal-function of septic tank systems and also contribute to ground and surface water pollution.

Because of the relative isolation of the smaller population centers, the financing of sewer and water facilities constitutes a great economic burden. A study to determine the feasibility of a metropolitan water system in the Erie urban area has been completed but implementation has been delayed by the quite considerable expense of extensive capital improvements which would be necessary to serve additional portions of the suburbs.

Warren already supplies its surrounding suburbs with water and is considering a metropolitan sewage system while Meadville, crippled by annexation conflicts with its surrounding townships, can expect to have no less than five separate sewage systems in its immediate area. One system is already under construction in West Mead Township and plans calling for a second system in the same township are on file with the Pennsylvania Department of Health.

Sewer and water facilities have not been able to keep pace with population growth in most suburban townships of Region Thirteen. Areas such as Glade and Conewago Townships in Warren County, Sugar Creek and Cranberry Townships in Venango County, and Shenango and Hickory Townships in Lawrence County find their population growing far faster than services can be provided. The same problem occurs in Erie County's Harbor Creek Township, in Crawford County near the Pymatuning Reservoir and on the outskirts of Sharon (Mercer County), in south Pymatuning and Pymatuning Townships. Low stream flows during the summer months further aggravate regional health problems by hindering sewage disposal.

Recreational and water supply requirements are also threatened by additional pollution in areas where large summer-time vacation populations are not adequately served with sewage treatment. This will be further accentuated by the influx of tourists visiting the new Allegheny Reservoir and expanded facilities located around Pymatuning and Tionesta Creek Reservoirs. New water supply and sewage disposal facilities must therefore be provided to prevent health hazards from growing and to conserve the tourist assets of the Region.

The disposal of industrial waste has created problems in several areas of Region Thirteen. A large paper company in Erie has become a center of controversy between the County Commissioners, who claim the plant is polluting the lake, and the Pennsylvania Department of Health, who maintain that the odd-looking effluent currently being discharged into Lake Erie by the plant, though visually quite distinctive, does not constitute pollution of the water. The firm, with the approval of the Pennsylvania Department of Health, has already drilled deep wells far below the ground water supply for disposal of their more toxic industrial wastes.

In Mercer County, discharge from a large steel plant has seriously contaminated the Shenango River. Periodically, complaints are received by the Health Department from as far south as New Castle where these oil and other pollutants affect the municipal water supply systems. As a result, the Pennsylvania Sanitary Water Board has ordered treatment of the industrial sewage discharge. The steel plant is now in the process of designing sewage disposal facilities which should correct this problem within a year.

The New Castle area is also affected by pollution in the Mahoning River emanating from the Youngstown area. A meeting between U. S. Health Department personnel and those from Pennsylvania and Ohio has been held in an effort to define problems and seek solutions. In the meantime, the Pennsylvania Department of Health has conducted a Beaver River Basin Study and recommended a change in classification which will require a higher degree of treatment of sewage effluents discharged into the streams of this watershed.

In contrast to liquid waste disposal, solid waste presents no serious disposal problems in this Region due to low population concentrations in much of the area. Where large concentrations do exist, adequate collection and disposal facilities have been developed. For example, the City of Erie has a collection system which utilizes two incinerators for disposal. In other urban areas, open dumps have been ordered closed and sanitary landfill operations have been established. However, in many of the smaller communities, garbage is still being disposed of by open dumping wherever a convenient embankment exists.

In general, localized air pollution in Region Thirteen originates from old inefficient heating plants utilizing low-grade bituminous coal as a fuel. However, air pollution originates from other sources as well. The occasional burning of waste gasses from the natural gas wells in Warren and Venango Counties and periodic open dump fires in Erie County create local air pollution. The Sharon-Farrell area has the additional problem of having a high concentration of metal industries which emit a great deal of smoke that lingers on within this narrow valley and, at times of poor air circulation, becomes highly concentrated.

The Beaver Valley in Lawrence County has had to face much the same problem as experienced in the Sharon area. In this valley a heavy industrial firm emits polluting agents into the air which remain in the valley. In addition to this pollution, the valley is affected by the smoke and dust created by a cement company and the settlement of the fly ash from a local electric generating station. The generating plant, however, has installed corrective air filters on two of its five boilers and is installing the third at the present time. In Erie County, a paper manufacturer and several foundries periodically have difficulty in disposing of their wastes into the air. However, the lake coastal plain is not conducive to the collection of polluting particles since good circulation usually prevails.

Existing and Proposed Corrective Programs

With the exception of Forest, all counties in Region Thirteen now have County Planning Commissions which have either adopted or are preparing county-wide subdivision regulations. Even when industrial septic tank disposal systems work well, they are considered by health authorities as only a temporary means of sewage disposal until sewers can be extended to new subdivisions. As previously stated, new sewers are not keeping pace with the growth of new subdivisions and an increasing number of health hazards are being created. If communities were to pool their financial resources, they could provide more efficient sewer and water services by developing them to serve total urban areas. At the present time a fragmentation of these services in isolated population concentrations is taking place as older municipalities fail to meet the needs of their expanding suburbs. Perhaps more thought should be given towards requiring municipalities to coordinate their sewer and water system plans, on a regional basis, before dispensing State sewer and water subsidies.

It might also be an advantage for Pennsylvania if the Federal government were to set minimum standards for control of industrial pollution. In a region which has lost so many jobs, the State is understandably reluctant to impose corrective measures which might well result in industrial relocation

into adjoining States with more lenient standards.

I. Educational Programs

School District Consolidation

All school districts in the State are undergoing a consolidation pursuant to the School Reorganization Law of 1961 (Act 561), as amended by Act No. 299, Session of 1963. The original law required that new districts be based upon a minimum 4,000 pupil average daily membership, although in appeal cases a level of 2,500 pupils has generally been accepted. The new districts are to be determined by a combination of such considerations as socio-economic factors, transportation, existing school buildings, existing districts and potential population change. Some of the benefits which are looked for are:

1. More logical alignment of attendance areas
2. Elimination of overcrowding and under-utilization of facilities
3. Greater economy of administration
4. More versatility in educational programs
5. Overcoming some of the current financial inequities which exist between the tax base of individual districts and the inability of some districts to provide sufficient funds.

It is the County School Board that delineates the new school districts in each county and after public hearings, submits these consolidation plans to the State Board of Education. These proposed districts will take effect in 1966 if approved by the State Board of Education. In the meantime, appeals for retaining the status quo may be made by the aggrieved districts to the County School Board and to the State Board of Education.

By July 1966, Region Thirteen will consolidate many of its school districts from the present 52 districts down to 35. Act 299 represents a gradual move towards larger school districts and greater efficiency in educational administration. Although it is still possible for a portion of any school district in the Region to petition the Commonwealth Court for permission to become a separate school district, only Erie and Crawford Counties have cases pending.

In the rural counties, the combination of sparse population, together with large school districts usually means long distances for bus travel and a great deal of time spent by each student commuting to and from school. To reduce commuting time many school districts have been delineated around smaller urban centers in Region Thirteen.

Where this has resulted in consolidating boroughs and their suburban townships, it has achieved the additional goal of balancing the financial burden between urban and rural areas and equalizing the tax base per pupil. This is particularly true in Warren and Forest Counties where a single district will serve the entire county.

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It is in the more heavily urbanized areas of the Region that consolidation of central city and suburban school districts has made least progress. Adjoining Sharon and Farrell maintain their own districts, separate from each other and from suburban Hickory Township. Students living in the northwest portion of this township must be bussed through Sharon or Sharpsville to schools in the eastern portion of this same township. Although New Castle has consolidated with one of its adjoining townships, the rest of its suburbs are fragmented among four other school districts.

Sometimes the differences between social and academic aspirations of central city and suburb hinder the sharing of common facilities. Many of Metropolitan Erie's higher-income manufacturing employees reside in suburban Wesleyville, Lawrence Park and Millcreek Townships which maintain separate school districts from Erie City where over 90 per cent of the county's non-white citizens reside.

Long-Range Planning

Though no master plans for school district development in Region Thirteen have been submitted to the State Board of Education, the Board may adopt a policy requiring all school districts to plan ahead. If this requirement is enacted, counties that have undertaken school site plans as a part of their comprehensive plan, will be in a more favorable position.

In the meantime, only those districts which wish to receive 50 per cent of their State reimbursement for advanced site acquisition must submit a master plan for future development. Because local school districts have traditionally postponed acquisition of school sites until building needs become urgent, they have not taken advantage of this program nor have they developed long-range plans. It is unfortunate that the Sharon school district did not have a school site plan because now it must condemn developed land, and suffer the added expense and poor public image of this procedure in order to secure a site for its new senior high school.

Higher Education

In the Legislative Session of 1963, the General Assembly passed the Area Vocational-Technical School Bill that established administrative procedures and financing for technical high schools. Business and industrial groups in Region Thirteen have promoted the development of the Vocational-Technical High School Program. All acknowledge the fact that a skilled labor supply will be a major asset in attracting new industry to the Region and that such training programs can help offset the drain on the skilled labor supply created by continuing migration from the Region.

Warren, Crawford and Lawrence Counties have already been approved as attendance areas for individual county vocational-technical high schools. In the meantime, discussions are under way for establishing similar programs in Venango, Mercer and Erie Counties.

Unfortunately, in both Erie and Mercer Counties disagreement has occurred between city and county interests concerning the area to be served and location of the schools. The City of Erie already operates a technical school and is reluctant to allow the county to purchase, expand and operate it for county-wide use. As a result, discussions are under way now to form a separate county unit. Unless coordination of programs can be achieved between the county and the city, there is likely to be duplication in costs and programs which will limit the effectiveness of this program. In Mercer County a similar conflict exists between the urban southwestern portion of the county (the Shenango Valley area) and the rest of the county which is predominately rural. County interests which would like to see such a vocational-technical school located outside the southwestern urban concentration point with pride to an offer of a free site in the rapidly expanding Reynolds Industrial Development Park near Greenville.

At the level of college education, Region Thirteen has been identified in the report published by the State Board of Education, "Community College in Pennsylvania" as an area where three additional colleges might serve the needs of the Region. The report divided Region Thirteen into the following potential attendance areas: Erie (with or without a part of Warren); Mercer and Crawford; and Venango, Clarion and Forest Counties. The report mentioned a second alternative which might group Erie, Crawford, Warren Counties and Mercer and Lawrence into two different attendance areas.

Enrollments For Institutions Of Higher Learning
1960 - 1964

Institution	Full Time Enrollments	
	1960	1964
Allegheny College, Meadville	1,214	1,410
Alliance College, Cambridge Springs	271	351
Edinboro State College, Edinboro	1,413	2,636
Cannon College, Erie	1,202	1,555
Grove City College, Grove City	1,502	1,903
Mercyhurst College, Erie	400	578
Thiel College, Greenville	877	1,014
Villa Maria College, Erie	380	488
Westminster College, New Wilmington	1,010	1,212

There are currently 16 institutions of higher learning in Region Thirteen, seven of which are branches of other colleges.* With this existing educational resource, Mercer County questions the need for additional college facilities. The continued expansion of both the Pennsylvania State University and Edinboro State College centers might fulfill the educational need of this county. Elsewhere little urgency was felt on the part of local education officials, except in Warren County where a group known as Warren Higher Education Incorporated has been formed to foster an advanced education program in the community. In Lawrence County, a junior college is being considered as the second phase of development of its new vocational school.

* The following branches are located in Region Thirteen: Edinboro State College in Sharon, New Castle and Warren; Pennsylvania State University in Erie and Sharon; Clarion State College in Oil City and University of Pittsburgh in Titusville.

1. The first part of the report discusses the general situation of the country and the progress of the work. It mentions the various departments and the work they are doing. It also mentions the progress of the work in the different branches of the service.

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J. Transportation Planning

Existing Regional Highway System

When the entire Interstate system is completed in Region Thirteen, the northwestern portion of Pennsylvania will become more accessible to other parts of the State. Already, the Erie Thruway (Interstate 90 from Chicago to Buffalo) has been opened, providing a limited bypass around the City of Erie. Unfortunately, extensive repairs have already been required to maintain this highway, and State and Federal highway investigations are now underway to determine the causes for this high rate of deterioration.

The realignment of New York State's new limited access Route 17, the "Quickway", connecting that State's southern tier counties directly with Erie will eventually provide this port city with excellent access to large eastern markets. Construction of the New York portion of this route is well advanced, but completion of the Erie County section may be delayed several years. The "Quickway" is in many respects directly competitive with Pennsylvania's own mid-state "Shortway" to which much of this State's limited financial resources are already heavily committed.

Within the next four years, the Region should acquire better access to Pittsburgh when the Pittsburgh-Erie Expressway (Interstate 79) is completed. This highway might have provided much greater relief to the communities along the Beaver and Shenango Valleys had its right-of-way been located a few miles further west. As it is, a second major parallel system will have to be provided to serve these communities.

Approximately halfway between Erie and Pittsburgh (in Mercer County) the Keystone Shortway (Interstate 80) will intersect with Interstate 79 thus providing better access to this western portion of the Region from expanding urban centers both to the west and east. Because most of that portion of this highway within the Region is now under construction, it probably will be completed within the next three years, but the entire Keystone Shortway is not scheduled to be finished until around 1970.

Major Highway Improvement Proposals

There are a number of highway improvements proposals, both in the State Highways Department's Six-Year Improvement Program and in the discussion phase which would round out the Interstate System and provide Region Thirteen with the beginnings of a truly regional highway network. In the western portion of the Region there are a number of improvements designed to serve the larger urban centers and provide better access to the interstate highways now under construction. When completed, these will form a second major limited access highway paralleling Interstate 79 to the west, connecting the Region's western urban centers with Pittsburgh to the south and Crawford County's recreation areas to the north.

This highway proceeds northward from Pittsburgh along the western side of the Ohio River and the Beaver Valley to New Castle where it then follows the Shenango Valley to Sharon and Greenville. Ultimately, it is hoped that this

road will be extended further northward to Pymatuning Reservoir. At New Castle, the highway will form a half circumferential bypass around the city to provide access to U. S. 422 which connects with Interstate 79, a few miles to the east. The highway will also bypass Sharon and Farrell to the west and give them access to the Keystone Shortway (Interstate 80), the Region's major east-west artery.

A number of highway improvements will provide better access to the recreation areas in the eastern portion of the Region from the densely populated areas to the southwest. This portion of the Region, including Venango, Forest and Warren Counties has long suffered from the lack of adequate highway connections. The Allegheny Reservoir and Recreation Area in the northwest corner of the Region will soon attract increasingly larger numbers of tourists.

With this in mind, the Venango and Warren County Planning Commissions are jointly promoting an improved highway from the Keystone Shortway (Interstate 80) to Warren Borough, via Franklin and Oil City in Venango County. The proposal calls for the relocation of Route 8 and its upgrading to a divided four-lane limited access highway from Barkeyville (along the Shortway) in southwestern Venango County, to a point five miles south of Franklin. In addition, a bypass around Oil City is planned. Unfortunately, between these two isolated segments (to be constructed under the Six-Year Program) unlimited highway access has resulted in strip commercial development which will ultimately slow down traffic and increase accident hazards. Eventually, the improvements to this highway (Route 8) will be extended north to Titusville and U. S. 6, to provide improved access to Warren Borough and its nearby recreation areas.

Additional improvements are called for under the Highways Department's Six-Year Program which will benefit Warren Borough. An improved four-lane highway, with bypasses around Youngsville and Warren will connect the former community with a proposed two-lane improved highway joining Warren Borough and the Kinzua Dam. During this same period, U. S. 62, connecting Warren with New York 17, will be improved to four lanes for about one-half its distance to the New York State border.

While supporting Venango County in its program of promoting Route 8 improvements as mentioned previously, Warren County interests are studying an additional access route which would shorten driving time between the Pittsburgh area and the Allegheny Reservoir to about three hours. This route would connect the reservoir with the Shortway, near Brookville and would entail improvements to three present highways - U. S. 6 and Routes 36 and 666. At the Shortway, it would meet the Allegheny Valley Expressway, which it is hoped will be extended beyond Kittanning in the near future.

Effect on Future Regional Development

As a result of these proposed improvements (110 miles of new and improved highways, at a cost of \$105 million), Region Thirteen will have better access to other areas of the State, as well as to major out-of-State urban centers. In effect, the reduction of real travel time should lead to more

social and economic inter-dependence within this corner of the State. Population and industry, now largely confined to two large urban centers along its borders, will receive added impetus to decentralize over a larger semi-rural portion of the Region. As noted earlier, these highway improvements will make the Region's vast water recreation resources more accessible to larger numbers of urban residents outside the Region.

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A natural response to these changing development patterns will be increasing demands for better highway links between the proposed primary highways, urban communities and local recreation areas. This secondary road system cannot be planned, however, without the knowledge of local development trends, aspirations and potentials, best known by the Region's planners. For example, within the next six years, Erie should be well along on design and construction of its downtown loop, connecting Interstate 79 with New York's new Route 17 to the east. Local interests note, however, that no spur from Interstate 79 to Presque Isle State Park is scheduled under the Highways Department's Six-Year Improvement Program. Undoubtedly, some improved access should be provided to the park which attracts over three million visitors each summer and is generally regarded as the most popular State Park in Pennsylvania. The Venango County Planning Commission has recommended that a new highway be built, connecting the Shortway at Emlenton with Oil City. This proposed route would serve both a large industrial park and the proposed Allegheny Mill Creek Valley State Park. This county would also be interested in improvements along U. S. 322, which diagonally connects Interstates 79 and 80.

The dilemma of ever-increasing highway demands confronting limited State financial resources is well illustrated in Region Thirteen. Undoubtedly, further increases in Federal and State highway spending are essential. But something more than this is called for. In their recent report recommending an Arterial Transport System For Pennsylvania, the Automotive Safety Foundation notes that the "Department of Highways is especially handicapped by the problems (involved in being responsible for) a mixture of roads having widely different degrees of importance", and recommends that responsibility for 10,000 miles of the current 42,000 mile system be transferred back to local government.

In Region Thirteen, Erie County has progressed furthest towards what the Automotive Safety Foundation thought should be the long-term goal of county roads departments. With the support of municipal governments, the County Commissioners are moving towards adoption of an official county secondary highway system, whose improvement is to be financed by a combination of local and State Liquid Fuels Tax funds. The county will contribute its own share of these State funds to the construction of this secondary system and ensure that the use of those funds distributed to municipal units are similarly coordinated in a county-wide plan.

A simple agglomeration of county-wide highway plans is not enough. If Region Thirteen is to maximize the advantages of a large public highway investment program, these individual plans must be integrated at the regional level. This region-wide highway planning may logically be best coordinated by the recently proposed Northwest Region Planning Commission.

K. Central City Planning

Central City Development Trends

The seven most important urban centers in Region Thirteen are Erie, Franklin, Oil City, Meadville, New Castle, Sharon and Warren. The development trends for these communities are shown in the following table and described in the succeeding paragraphs.

Urban City Development Trends

Growth Center	Population Change 1950-1960	D & D Housing 1960	Real Property Change 1957-1964	Mfg. Jobs 1957-64	Retail Sales 1958-1963
Erie	+ 5.8%	15.1%	+ 3.5%	-35.2%	+ 2.7%
Franklin-Oil City	- 7.8%	22.1%	+ 2.5%	-28.7%	+ 8.7%
Meadville	-12.1%	14.4%	+ 0.9%	-11.5%	+20.8%
New Castle	- 8.3%	18.8%	- 4.5%	-25.4%	+ 0.8%
Sharon	- 4.5%	14.2%	- 0.8%	-34.8%	+ 0.1%
Warren	- 2.3%	6.0%	+19.0%	- 7.6%	+26.9%

NOTE: The 1960 population figures for the above communities were: Erie 138,440; Franklin-Oil City 27,278; Meadville 16,671; New Castle 44,790; Sharon 25,267 and Warren 14,505.

With the exception of Erie, all of these communities declined in population between 1950 and 1960. In contrast, the City of Erie experienced a growth of about 7,600. This growth, however, was modest compared to rapid strip development that occurred along Lake Erie in some of the city's neighboring suburban townships. Interstate 90 will most likely encourage additional urban decentralization at important interchanges still further removed from the city so that an urban strip extending from Ohio to New York may someday occupy the entire fertile lake plain. Intercensal estimates indicate that since 1960 Erie City has begun to decline in population, although the county continues to grow. Much of the city's land for development has been used up so that future population growth will depend on the city's ability to annex surrounding areas or redevelop at higher densities. Simultaneously, the proportion of elderly, low income minority groups is increasing in Erie as it is in most other urban centers in the State. It is notable that non-white population doubled during the last decade. Intercensal population estimates also record a further decline in the populations of Sharon and New Castle but a renewed growth in Meadville.

Franklin and Oil City have the highest ratio of substandard housing of these urban centers (22 per cent). Much of this housing was built during the "boom" days of the oil and gas industry, and this accounts for the high deterioration rate. Warren Borough ranks as the lowest of the urban centers with only 6 per cent of its housing classified as substandard. New Castle, Erie, Meadville and Sharon, all with deterioration rates close to 15 per cent, are communities with a significant proportion of heavy industry. The decentralization of both commercial property, and population is responsible for the decline (\$6.5 million) of real property values in Sharon and New Castle between 1960 and 1964. In these cities many commercial stores have moved out of the downtown area into the suburbs, especially along their major highways. As a result, the high degree of vacant stores remaining in the cities has adversely affected all property values. In the City of Erie, real property values have increased nearly four per cent (\$14 million) between 1960 and 1964, due to public and private renewal efforts, while similar efforts in Oil City may soon reverse that city's declining trend. The substantial increases in Franklin have already resulted in a sizeable increase for the combined Oil City-Franklin average. The very large real property increase experienced by Warren (\$9 million) can be attributed, in part, to available undeveloped land for commercial expansion within the corporate limits, and in part to growth in the tourist industry and the temporary boost in local employment associated with construction of the Kinzua Dam.

In the Warren area, retail sales increased nearly 27 per cent between 1958 and 1963. This \$13 million gain is nearly three times that experienced by Erie and twice that of Meadville. As the recreation area is fully developed, the Warren area is likely to experience an even more phenomenal growth. Little increase in retail sales has occurred in New Castle and Sharon which, as mentioned earlier, have lost many of their commercial facilities to their surrounding townships. Erie, however, has shown an increase in sales amounting to just over \$5 million, while Oil City-Franklin has increased just slightly less. Meadville's \$7 million gain appears to be related to this city's function as a commercial center for surrounding recreation areas.

All six urban centers experienced declines in the number of manufacturing jobs since 1957 and with the exception of Erie also lost population during the last decade. Erie, which had a loss of more than 12,000 jobs has, however, since 1961 been showing a modest renewed growth in employment. In addition to Erie, significant declines in number of jobs occurred in Franklin-Oil City (1,690), Sharon (3,700) and New Castle (1,740), while losses were experienced in Meadville (360) and Warren (290). All of these centers, except New Castle and Oil City have experienced significant increases over the past two years but still remain below 1957 levels.

Planning and Redevelopment Programs

In recognition of the need to alter past development trends, all of the major urban centers of Region Thirteen have established planning commissions. However, only the City of Erie has its own planning staff, while the rest of the urban centers have had to rely on planning consultants to carry out their planning studies. Though most of these planning commissions were created many years ago, they have been relatively inactive until recently. Erie and Oil City established their planning commissions in 1913, but did not embark on a continuing planning program until the latter 1950's. Erie now has a small planning staff (7 to 10 persons) while Oil City and Meadville are currently seeking planning directors. All of the major urban centers, with the exception of Erie, have now completed their comprehensive plans for city-wide development and renewal, but these plans must be updated continually. Erie's small planning staff is about to complete the city's comprehensive plan and will attempt to carry out some of the planning proposals through the City's Capital Budgeting process.

Urban renewal programs have been established in these urban centers in an effort to combat general obsolescence of commercial and residential areas, declines in their tax base and losses of industrial jobs. In Erie, the redevelopment program has been under way for ten years. Since its beginning, the City Redevelopment Authority has cleared, sold and completed the most expensive redevelopment project in Pennsylvania - the 37 acre Peach-Sassafras Urban Renewal Project. Three other projects are now under way: Liberty-Sassafras (86 acres) where dilapidated housing is being torn down for industrial expansion; Downtown #1 (60 acres) where deteriorating commercial structures are being torn down for new commercial uses, and the State Street project (32 acres) where the current and future land use will also be commercial. The planned Bay Front Expressway, connecting downtown Erie with Interstate 90, will eliminate many substandard structures as well as provide better access to the central business

district. Erie's urban renewal projects involve expenditures in excess of \$32 million, surpassing all other cities in Pennsylvania except Philadelphia and Pittsburgh. However, part of the city's costs are offset by the county's contribution of one mill of tax revenue assigned to this program.

In Meadville, the redevelopment authority is finding it difficult to dispose of the 18 acre French Creek Project due to the site's susceptibility to flooding. However, they are not allowing this to discourage them and are now applying for Federal funds to redevelop a part of the downtown area. The City of Sharon has a part-time redevelopment authority director who has completed one 6 acre project and nearly completed another of 17 acres with the help of a small permanent staff. As in most of the other urban centers, Sharon has been planning a downtown project (25 acres) but cannot find an interested developer. In Warren Borough, the newly created County Redevelopment Authority is now studying potential projects to be undertaken in the near future. New Castle's Redevelopment Authority gained valuable renewal experience in the acquisition of land for its new Y.M.C.A. building and is now planning two more projects.

While Franklin's Redevelopment Authority is still only planning a single 21 acre industrial redevelopment project, its sister community of Oil City has moved ahead rapidly with three urban renewal projects. These include the already completed 14 acre East End Project that cleared a dilapidated residential area for commercial re-use; the Plaza Project (13 acres) for clearance of old railroad facilities for commercial re-use; and the Gateway Project (34 acres) involving clearance of commercial and industrial buildings for highway construction and new commercial development. The latter two projects are expected to be completed during 1966. For a city of only 17,700 people, a gross investment of \$5 million for urban renewal is a remarkable achievement.

Central City Program Evaluation

This urban renewal investment in Oil City will bring a greater tax return to the city. The dilapidated structures that require greater costs in municipal services than the tax revenue they contribute will be replaced by new commercial uses, such as the million dollar Holiday Inn (Plaza Pro-

ject). Similarly, new uses drawn into Erie by urban renewal have already contributed to the increase of \$5 million in real property value and additional tax revenue for the city.

In Erie and Oil City where undeveloped land for expansion is scarce, the urban renewal programs have encouraged many retail establishments to expand within these communities and attracted new retail establishments. As noted earlier retail sales in both cities have been increasing since 1958.

In Erie, the Redevelopment Authority is now engaged in an 86 acre project where selective demolition of substandard housing will permit the expansion of existing industries and the development of an adequate parking and "green belt" zone between established industrial and residential areas. According to the Authority their Liberty-Sassafras Project will prevent the loss of 1,000 manufacturing jobs as well as create 1,000 additional jobs by clearance of substandard structures for industrial expansion.

With a growing shortage of undeveloped land and strong resistance to annexation, the planning programs now flourishing in each of Region Thirteen's urban centers are compelled to concentrate most of their efforts on redevelopment, renewal and conservation of their aging physical resources. The challenge of making the city once again an attractive place to live, shop and work for a socially-balanced community should not, however, be confused with any nostalgic hope of reversing well-established, nation-wide trends to decentralized growth. If the city is to become a viable municipal unit, its future must be planned within the larger context of a metropolitan-wide or regional community.

Convinced that many city problems and development opportunities are related to regional factors now beyond their control, several cities in Region Thirteen are attempting to develop a regional basis of intergovernmental cooperation in developing and conserving their natural resources. In Erie, the County Commissioners are promoting a metropolitan sewer and water authority, while in Oil City the Mayor is establishing an intergovernmental council of representatives from each of the municipal bodies of Venango County to coordinate industrial and tourist development, planning and urban renewal activities. Throughout the Region, development planning is increasingly being undertaken on a metropolitan and county-wide basis with the county unit of local government assuming a more and more important role.

L. County and Regional Planning Programs

County and Regional Planning Programs

The impetus to coordinate planning and development between cities and their suburbs led to the formation of several regional planning commissions in Region Thirteen as far back as the early 1950's.

Because the southwestern part of Mercer County contained over half of the county's population and industrial jobs and most of its urban development problems, six adjoining urban municipalities pooled their efforts to form the Shenango Valley Regional Planning Commission in 1952. Since that time, four additional municipalities have joined to give the Regional Planning Commission geographic coverage of most of the county's southwestern urban area. In 1958, the Mercer County Commissioners created a County Planning Commission and contracted with the Shenango Valley Regional Planning Commission to extend their technical staff function to a county-wide basis and expand their commission membership to reflect this wider responsibility. The small Shenango Valley Regional Planning Commission staff has already produced a voluminous number of local and regional reports as components of a regional plan. As additional municipalities outside the valley have requested professional planning services, the Regional Planning Commission has provided these on an "at cost" basis, incurring some procedural complications of administration and staff dilution in the process.

Lawrence County's quite similar Regional Planning Commission also begun as an association of urban communities (Sharon area) has extended its jurisdiction to the whole county, yet still enjoys autonomy from the county government. Through the efforts of its small six-member staff, augmented by the services of a planning consultant, the Regional Planning Commission completed a county comprehensive plan during 1963. In addition, the regional staff has also

1. The first of the three main
branches of the river is
the one which flows into the
sea from the north. It is
the most important of the three
and is the one which has
the greatest influence on the
climate of the region.

2. The second of the three main
branches of the river is the
one which flows into the sea
from the south. It is the
second most important of the
three and is the one which
has the second greatest influence
on the climate of the region.
3. The third of the three main
branches of the river is the
one which flows into the sea
from the west. It is the
least important of the three
and is the one which has the
least influence on the climate
of the region.

4. The fourth of the three main
branches of the river is the
one which flows into the sea
from the east. It is the
least important of the three
and is the one which has the
least influence on the climate
of the region.

5. The fifth of the three main
branches of the river is the
one which flows into the sea
from the south. It is the
second most important of the
three and is the one which
has the second greatest influence
on the climate of the region.

6. The sixth of the three main
branches of the river is the
one which flows into the sea
from the west. It is the
least important of the three
and is the one which has the
least influence on the climate
of the region.

7. The seventh of the three main
branches of the river is the
one which flows into the sea
from the east. It is the
least important of the three
and is the one which has the
least influence on the climate
of the region.

8. The eighth of the three main
branches of the river is the
one which flows into the sea
from the south. It is the
second most important of the
three and is the one which
has the second greatest influence
on the climate of the region.

provided planning services for townships, boroughs and the City of New Castle, at cost. As in Mercer County, the Lawrence County Regional Planning Commission has been involved in planning at the city, regional and county levels. The Regional Planning Commissions of Lawrence and Mercer Counties believe that in their close contact with municipal planning groups, they are providing greater incentives and professional services for coordinated planning than would be possible if they were County Planning Commissions.

In contrast to Lawrence and Mercer Counties, the other counties of Region Thirteen (except Forest) have proceeded directly to County Planning Commissions with their own small technical staffs which are working towards completion of comprehensive development plans.

County And Regional Planning Programs

Commission	Year Commission Established	Work On Comprehensive Plan	Year County Subdivision Regulation Passed	Year County Zoning Ord Passed
Crawford County Planning Commission	1940 ^(a)	Just Beginning	None	None
Erie County Planning Commission	1956	Completed and being revised	Passed in 1965	None
Lawrence Co. Regional Planning Commission	1960 ^(b)	Completed Co. Comprehensive Plan- 1963	Formulating Subdivision Regulations	None
Mercer County Planning Commission	1958 ^(c)	One-half Completed	1958	None
Shenango Valley Regional Commission	1952	Completed 1964	Not Applicable	Not Applicable
Venango County Planning Commission	1961	Will complete by early 1966	To be passed in late 1965 or early 1966	None
Warren County Planning Commission	1958	Will complete by early 1966	1965	Adopted ^(d) 1965

(a) Commission lay dormant until reactivated in September 1963

(b) Original Planning Organization, Lawrence Regional Planning Commission became the Lawrence County Regional Planning Commission in 1963, thus extending regional work to cover the entire county

(c) The Mercer County Planning Commission contracts with the Shenango Valley Regional Planning Commission for technical planning assistance in preparing the county plan

(d) County zoning for Warren County now covers approximately one-quarter of the county. This will be extended to the rest of the county when the county's comprehensive plan is completed

In 1956, the Erie County Planning Commission was established and by 1958 a small staff was working towards a county comprehensive plan. The county staff also worked with individual municipalities of the county in preparing comprehensive community plans and zoning ordinances. These endeavors have resulted in completion of comprehensive plans or zoning ordinances for twenty-four municipalities, covering a large part of the urban area of the county. To undertake this growing work load, the county staff was increased to eight members. In addition to providing local technical assistance and updating the county's comprehensive plan, the county planning staff has worked cooperatively with Erie City and the State Highways Department's traffic engineering consultant on Erie's urban transportation study. The county planning staff has also played an important part in encouraging the County Commissioners to hire an engineering firm to undertake studies for a metropolitan water distribution system and in providing this firm with requisite land use data. There is also the possibility that the county planning staff may be asked to contribute to two new programs. One of these would involve the county planning staff in preparing a secondary highway system plan, establishing a priority schedule for spending State Liquid Fuel Tax Funds. In the other, the county planning staff would become more deeply engaged in planning open space to help the newly formed County Park Commission invest Land and Water Conservation Act Funds.

Partly through the influence of the planning program in Erie County, partly in response to the necessity of planning ahead for the impact of the Allegheny Reservoir, Warren County established its own planning commission in 1958. By 1962, its five member planning staff had completed basic preliminary studies for a county comprehensive plan. In addition, they also prepared a comprehensive plan for the Borough of Warren. For the second phase of the county planning program, a planning consultant from New York has been hired to do most of the planning work, while the county planning staff administers its new subdivision and zoning ordinances. Like Erie County, Warren now has county subdivision regulations applicable to all municipalities, except those which have adopted their own. However, in contrast to Erie County, the County Commissioners of Warren have created a county zoning ordinance covering the strategic northeastern area of the county that will be the most affected by the Allegheny Reservoir. The commissioners expect to extend the county's zoning ordinance coverage to the rest of the county after completion of their comprehensive plan in 1966. After completion of the county's comprehensive plan, the staff intends to undertake a detailed plan for recreational development around the Allegheny Reservoir as a guide to internal public land development by the U. S. Forest Service.

In Crawford County, the county planning program is just beginning a Reconnaissance Study. This will identify general county trends, problem areas and recommend the direction the county planning program should take in the future.

Venango County, much further ahead in its planning programs than Crawford, expects to complete its comprehensive plan by the end of 1965. Though Venango County, like Mercer and Lawrence Counties, started out with a central Venango regional planning program, it reorganized as a county agency soon after the county became eligible to receive Federal funds for county planning. In its planning program, the small county staff of three is utilizing the services of a Pittsburgh planning consultant to complete its comprehensive planning studies.

In recognition of the importance of the Keystone Shortway Interchange in Irwin Township, the county planning commission is now preparing a comprehensive plan and zoning ordinance designed to guide the development which this interchange will inevitably stimulate. Unfortunately, a tax payer's association has organized local opposition and successfully petitioned for a two-year postponement in adoption of the proposed zoning ordinance. Car bumper guard stickers proclaiming "Freedom, Not Zoning" still expresses the prevailing local sentiment of this township. Undaunted by this temporary reversal, the County Planning Commission is proceeding with the planning of an industrial park in Cranberry Township, a new State Park in the southeastern part of the county, and a new highway connection between these facilities and the Emlenton Interchange on the Keystone Shortway.

Evaluation of
Planning Programs

All Region Thirteen counties, with the exception of Forest County (under 5,000 population) have County Planning Commissions and are working on their comprehensive development plans. Though Erie appears to be making strides towards effectuating its comprehensive plan through enforce-

ment of its subdivision regulations, purchase of open space areas under the PROJECT 70 program and the development of a county secondary highway system, more could be done in planning the development of regional industrial parks. The usefulness of the city's largely unfilled industrial park is severely limited by conflicts with surrounding residential uses, emphasizing the need for planned industrial sites on cheaper land near new highways outside the city. A giant stride towards metropolitan cooperation will be accomplished if the city and its suburbs can agree on an equitable method of financing a water distribution system after metropolitan planning and engineering studies are completed.

In abutting Warren County, the adoption of a county zoning ordinance for the eastern portion adjoining the Allegheny Reservoir came as a surprise to many rural residents. Now that early fears are proving groundless, additional townships have begun to request extension of the limited original ordinance to include their own area and the swiftness of this change in sentiment comes as an equal (but very pleasant) surprise to the county planners. It is too early to judge whether the county's very small planning staff has the manpower and imagination to exploit this challenge successfully, but it would be a pity if the opportunity were missed to prove compatibility between the virtues of grass roots democracy and the efficiencies of county-wide land development controls.

In Mercer and Lawrence Counties, it is difficult to see why the Shenango Valley Regional and Lawrence County Regional staffs should not be absorbed by their newly formed County Planning Commissions. This trend of phasing out intra-county regional planning staffs and transferring this function to the county is occurring generally throughout the State. Because regional planning commissions may only recommend, and because they receive their financial support from a multitude of minor constituents, an inordinate amount of time is spent by their staffs collecting the annual membership dues and coordinating planning activities with the organization. In spite of these handicaps, the regional staffs have made a valuable contribution to regional development through aggressive and continuous contact with local planning and developmental agencies.

In Venango County, the county planning staffs contributions to economic development objectives are coordinated with the traditional elements of a comprehensive county plan being undertaken by a consultant. This approach to planning for economic growth through planned industrial and recreation developments could undoubtedly be followed to advantage by other counties of the Commonwealth that have experienced a decline in one or more of their formally prominent industries. Similarly, Venango County's proposals for a county planning and development council (to be made up of representatives from each municipality) with powers to formulate and execute regional development policy, may offer the rest of Pennsylvania, at long last, some constructive alternative to the almost universal city vs. suburb conflict over annexation and municipal services.

In return, Region Thirteen may be about to borrow certain regional planning techniques first developed elsewhere in the State. Long aware of the need to coordinate planning on a regional basis, both between counties within Region Thirteen and between this region and adjoining States, local planners first formed the Penn-York Regional Association in 1964, embracing Erie, Crawford, McKean, Venango and Warren Counties in Pennsylvania and Cattaraugus and Chautauqua Counties in New York. The Association has met annually, bringing planners from both States together to discuss common problems, such as the Allegheny Reservoir development. However, from the very beginning, members of the Association have acknowledged the need for another type of regional planning organization more intimately related to elected local officials which, with an independent budget and technical planning staff, could exercise direct responsibility in the preparation of region-wide plans for development coordination.

Recognizing Pittsburgh's existing leadership in this field, local planners have requested advice from the Southwest Pennsylvania Regional Planning Commission in preparing a prospectus for a regional planning commission for all counties included in State Planning Region Thirteen. It is anticipated that such a commission would be composed of three representatives from each county: a County Commissioner, a member of the County Planning Commission and one citizen member.

If, as now seems likely, all seven countys' commissioners sign articles of agreement during 1966, the first assignment of the Northwest Pennsylvania Regional Planning Commission's small staff will be that of designing a work program and securing matching Federal or State financial assistance.

Throughout this reconnaissance report, attention has been drawn to the many urgent tasks awaiting such a regional planning commission. It seems only fitting to conclude by wishing it "God Speed".

REGION THIRTEEN INTERVIEWS

October 4 - 8, 1965

CRAWFORD COUNTY

Edward Freehauf, Jr.	Manager, Crawford County Tourist Promotion Agency
Leroy Myers	Director of Planning, Crawford County Planning Comm.
Floyd B. Peters	County Superintendent of Schools
Frank Stewart	Managing Director, Meadville Area Chamber of Commerce
Thomas Ward	Ex. Director, Meadville City Redevelopment Authority
Dr. Harry Winslow	President, Meadville Area Industrial Commission

ERIE COUNTY

Jay Bailey	Manager, Erie Tourist and Convention Bureau
Thomas Bundy	Ex. Director, Erie County Industrial Development Corp.
Christopher Capotis	Ex. Director, Erie County Planning Commission
Thomas Hoffman	Ex. Director, Erie City Redevelopment Authority
Maurice Kolpien	County Superintendent of Schools
George J. Mead	Publisher, Erie Times
Charles H. Reeve, Jr.	Ex. Director, City of Erie Planning Commission
Robert Schunke	Ex. Director, United Fund
Dr. Joseph Scottino	Director, Institute of Community Development Gannon College

FOREST COUNTY

Orion Allio	Forest County Tax Assessor
James Faulkner	President, West Forest County Businessman's Association

LAWRENCE COUNTY

Victor Andrew	Ex. Secretary, Greater New Castle Chamber of Commerce
John Blackston	Ex. Director, Lawrence County Regional Planning Comm.
Robert Farrell	Ex. Director, New Castle City Redevelopment Authority

MERCER COUNTY

John B. Cutler	County Superintendent of Schools
James Davis	Secretary, Shenango Valley Chamber of Commerce
Anthony Duich	Ex. Director, Farrell City Redevelopment Authority
William Irwin	Ex. Director, Sharon City Redevelopment Authority
Gene L. McDonald	Secretary, Mercer County Development Corporation
Leslie Spaulding	Planning Director, Shenango Valley Regional Planning Commission
Ernest Tobin	Ex. Director, Shenango Valley United Fund

VENANGO COUNTY

Edward Adams	Ex. Director, Venango County Planning Commission
Robert Albertson	City Manager, Oil City
Miss Marian Hoffman	Manager, Venango County Museum Corporation
Robert Irofido	Secretary, Venango County Industrial Development Corporation
James McVeagh	Ex. Director, Oil City Redevelopment Authority

WARREN COUNTY

Col. H. C. Kerlin	Ex. Director, Warren County Development Association
John Mallery	County Superintendent of Schools
Robert R. Peterson	Director, Warren County Planning Commission

REGIONAL PERSONNEL

Eugene Alexandrowicz	Regional Sanitarian, Pennsylvania Department of Health
James Dunlevy	Manager, Area Development, Pennsylvania Power Company
Walter Heine	Regional Sanitary Engineer, Penna. Department of Health
Robert M. Hopkins	Planner, Bureau of Advanced Planning
Stan Neathery	Regional Supervisor, Bureau of Community Development
Dr. Arthur Socolow	Chief State Geologist, Topographic & Geologic Survey
Garman Smith	Labor Market Analyst, Bureau of Employment Security
George Ward	Regional Representative, Bur. of Industrial Development
Paul Weithman	Labor Market Analyst, Bureau of Employment Security
Richard Zinn	Air Pollution Engineer, Penna. Department of Health

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